DOCUMENT RESUME

ED 333 206 CE 058 271

AUTHOR	Erickson, Steven R.; McLean, Gary N.
TITLE	Educational Upgrading of Bilingual Refugee Workers in Minnesota. Final Report.
INSTITUTION	Minnesota Univ., St. Paul. Dept. of Vocational and Technical Education.
SPONS AGENCY	Bush Foundation, St. Paul, Minn.
PUB DATE	Jun 91
CONTRACT	G4473
NOTE	150p.
PUB TYPE	Reports - Research/Technical (143)
EDRS PRICE	MF01/PC06 Plus Postage.
DESCRIPTORS	*Access to Education; Adult Education; *Bilingualism; Educational Finance; Educational Supply; *English (Second Language); Higher Education; *Job Training; Limited English Speaking; Native Speakers; *Needs Assessment; *Refugees; Statewide Planning; Student Financial Aid
IDENTIFIERS	*Minnesota

ABSTRACT

A project conducted a needs assessment and developed a proposal to address the needs of Minnesota's bilingual, bicultural workers in refugee-focused programs for additional education and training. A review of the literature found few published works directly related to the needs of bilingual refugee workers. Data were gathered from refugee program experts, Minnesota Department of Human Service records, bilingual workers, agency personnel, representatives of educational institutions, and published funding information. A small number of active programs engaged in training bilingual workers were identified. Most were affiliated with an institution of higher education and some granted college credit. Focus groups indicated a need for training and credentials, identified money as the foremost barrier to pursuing further education, and saw language as a serious obstacle for some. According to bilingual workers, English as a Second Language (ESL) was not the primary hurdle to returning to school. The two major hindrances were money and time issues. Representatives of the public school system and social service and health care agencies were interviewed concerning the demand for services of bilingual staff members. Their greatest concern was written language skills of these employees. Postsecondary institutions had developed a solid core of ESL classes and English support services. (Appendixes include a list of 47 references and project publicity and questionnaires.) (YLB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED333206

Bush Foundation
Grant No. 4473

Educational Upgrading of Bilingual Refugee Workers in Minnesota

Final Report

Prepared and submitted by

Steven R. Erickson, Project Investigator
Gary N. McLean, Project Director, Professor and Coordinator,
Training and Development

for
Training and Development Focus
Department of Vocational and Technical Education
University of Minnesota
St. Paul, MN 55108

June, 1991

BEST COPY AVAILABLE

The project reported herein was performed pursuant to a grant from the Bush Foundation. However, the opinions expressed herein do not necessarily reflect the position or policy of the Bush Foundation, and no official endorsement by the Bush Foundation should be inferred.

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

D McLean

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

CE 058 271

Acknowledgments

We would like to express our gratitude for the help and support which the following people and organizations provided in completing this project: the Bush Foundation, which sponsored this research and which has generously supported programs leading to the betterment of people's lives; Gus Avenido, Manager of Programs, Refugee and Immigrant Assistance Division, who provided helpful information about refugee work in Minnesota; agency personnel involved in refugee programming; and bicultural workers, who have given their lives to help their communities and their people.

Table of Contents

Acknowledgments..... ii

Table of Contents..... iii

1. Introduction..... 1

    Definitions..... 4

    Purpose of Study..... 5

    Questions to be Answered..... 7

    Structure of Report..... 7

2. Literature Review..... 9

    History of U.S. Refugee Training..... 9

    Other Training Literature..... 13

    Mental Health and Health Care Issues..... 15

    Credentials..... 19

3. Methodology..... 22

    Unpublished Information..... 22

    Identifying Bilingual Staff in Minnesota..... 24

    Focus Groups..... 25

    Survey of Bilingual Workers..... 26

    Interviews with Agency Personnel..... 28

    Agency Questionnaire..... 28

    Interviews with Educational Institution Representatives..... 29

    Funding Sources..... 30

4. Findings..... 31

    Existing Training Programs..... 31

4. Findings (continued)

Focus Groups..... 45

Survey of Bilingual Workers..... 51

Agency Staff Interviews..... 77

Survey of Agency Personnel..... 85

Post-Secondary Education Programs..... 98

Funding Sources..... 117

5. Conclusions/Recommendations..... 121

References..... 129

Appendix A - RIAD Notice..... 136

Appendix B - Article in Asian-American Press..... 137

Appendix C - Bilingual Worker Survey Form..... 138

Appendix D - Address List of Bilingual Staff in Minnesota.... 142

Appendix E - Agency Personnel Questionnaire..... 180

Appendix F - List of Foundations..... 182

Chapter One

Introduction Chapter

The influx of Southeast Asian refugees during the 1970's and early 1980's engendered a tremendous need for support services, whether it is in the area of providing food and shelter, employment services or mental health care. Refugee programming increased greatly during this time, funded to a large extent by the Office of Refugee Resettlement (ORR). Agencies providing services in health care, human service, and education began hiring bilingual refugee workers to assist in meeting their needs. Although some of these workers possessed a high level of education and language skills, most faced the difficult task of integrating their skills into a complex and foreign system (Egli, 1987). Most workers were considered paraprofessionals, regardless of their home country standing, simply because they did not have the requisite level of U.S. education or did not meet licensing requirements. However, their language and cultural competence were in great demand.

However, during the 1980's the number of new refugees, particularly those arriving from Southeast Asia, steadily decreased. In 1980 167,000 Asian refugees came to the U.S. while in 1988 about 35,000 arrived (Refugee Reports, 1989). Increase in arrivals did occur during 1989 and 1990, both from Asia and from the Soviet Union.

With a decrease in new arrivals, the federal government has made plans to reduce funding and, in certain instances, to shift money from one program to another. Since 1985 the U.S. has expended fewer and fewer dollars per refugee arrival. In 1985 $1058 per arrival in federal money was spent on social services and $118 per arrival on public health. In 1990 the figures were $258 and $26, respectively (Refugee Reports, 1990a). These recent changes in policies and funding portend tenuous employment prospects for the bilingual refugee workers. Although an increasing number of dollars are going to Mutual Assistance Associations (MAA's) (see definitions in this chapter), there is also an acute awareness of the importance of mainstreaming services for refugees through existing government and non-profit agencies. In many instances, bilingual employees will be required to satisfy the existing requirements for employment in these agencies. One important requirement that is in place concerns educational attainment. Without college degrees, and in some cases, licensure, these employees are unlikely to be employable in these agencies. In the situations where no job loss would occur, lack of a degree or licensure bars competent employees from advancing into work which they are capable of performing. In short, bilingual workers are "trapped" in their jobs, unable to move up or to move into other occupations, yet vulnerable to termination because of shrinking resources.

The decision to dismiss skilled and loyal workers should be examined carefully. First, there are ethical concerns. A

substantial number of these workers, particularly in human service work, have been employed since early in the refugee resettlement process. Many are middle-aged or older, and they have played important leadership roles within and among the mainstream and ethnic communities. The age and experience factors are especially important in the Southeast Asian communities themselves, where they are called on to be round-the-clock ombudsmen (and women) and where the wisdom of age enjoys high respect. Many have expended a great deal of energy helping their communities, and this has taken a heavy personal toll. They themselves are refugees who have suffered and may still be suffering the trauma of their experiences. Therefore, this has inhibited their ability to pursue opportunities for their own professional and personal growth. Although some have college degrees from their home country, these are often viewed as worthless by the system in which they presently work.

In addition, the present bilingual, bicultural refugee workers serve as superb resources for agencies as well as for the entire mainstream community. Even if qualified replacement employees could be found among youthful Southeast Asian college graduates, they often would not have a deep understanding of the ethnic language and culture, nor would they fill as many leadership roles in their native community. Resettlement services have depended on the translation skills of these experienced workers. Development of these human resources is essential to the success of resettlement efforts.

In Minnesota, more than 500 bilingual workers are employed in refugee-focused programs. As English is their second language, it was anticipated that skill levels would vary greatly. The vast majority were expected not to have a U.S. college degree, but rather have only a GED or high school diploma. Almost all workers were known to be from Southeast Asia, with the remainder from the Soviet Union and Ethiopia. Although only 1.8% of the U.S. population resides in Minnesota, 3% of the total refugee population lives here (Haines, 1989). It is estimated that Minnesota is home to more than 37,000 Hmong, Vietnamese, Laotian, and Cambodian residents (Bonner, 1990). The Hmong represent the largest population, followed by the Vietnamese. All but one or two thousand live in the Twin Cities area. St. Paul, in particular, has a large Southeast Asian population (16,000).

Definitions

Defined below are terms which will be employed in this paper. According to the Refugee Act of 1980, a refugee is defined as "persons outside their country, who were not firmly resettled elsewhere, and who had a well-founded fear of persecution, based on race, religion, nationality, social class, or political opinion." (Leibowitz, 1983) A bilingual refugee worker or bilingual/bicultural employee refers to any refugee working in a refugee-focused program in which that person is employed because of his/her English and ethnic language

abilities. While the term bilingual paraprofessional is similar in meaning to bilingual refugee worker, it emphasizes the nature of the employee's position and does not refer to all bilingual workers. A Mutual Assistance Association is an organization established by an ethnic community group to aid its people through human service and cultural activities and programs.

Purpose of the Study

The purpose of this project is to conduct a needs assessment and develop a proposal which begins to address the need of bilingual, bicultural workers in refugee-focused programs in Minnesota for additional education and training. The research has been carried out within the Training and Development Research Center, Department of Vocational and Technical Education, University of Minnesota, in conjunction with the Refugee and Immigrant Assistance Division (RIAD), Department of Human Services, State of Minnesota. The Bush Foundation provided funding for the research.

This research aims to explore further education and training opportunities for a specific group of people, bilingual refugee workers in Minnesota. This group faces numerous barriers, some of which distinguish them from other adult learners or from other refugees. First, language barriers, especially written, still exist for many of these employees, in spite of their bilingual ability. Educational institutions will need to provide ESL assistance. Second, many from this group will face the struggle

familiar to many adult students, namely, how to support their families financially and yet find time to attend classes and study. Financial aid, day care, and release time from work all are matters which must be overcome. Next, bicultural employees possess life and work-related experiences which have enhanced their education, but traditional degree programs are generally not prepared to recognize these experiences for degree credit. And, as mentioned earlier, adjustment and trauma issues exist for many of the workers. Support from employers and others along with pertinent counseling may often be needed to help them successfully complete the chosen educational program. Similarly, workers' lack of familiarity with U.S. culture and future opportunities for employment will necessitate involvement in a strong career development/counseling process. In addition, the educational system often can be very confusing, and, therefore, strategies to simplify the system or to assist bilingual staff through it need to be developed.

RIAD first became concerned about the dilemma faced by bicultural staff in the mid-1980's upon recognizing the imminence of funding cutbacks. Numerous agencies and individual bilingual workers have communicated anxiety about their tenuous position. However, RIAD has not had the resources available to pursue a resolution to the problem, which is now considered acute.

Questions to be Answered

The following specific questions were answered by the research:

1. What are the career and educational interests of Minnesota's bilingual workers?

2. In order for them to retain their present positions or to advance into mainstream jobs, what are the primary developmental needs of bilingual workers?

3. What are the key barriers, if any, that prevent bicultural employees from returning to school?

4. What models of bilingual worker training/education exist?

5. What educational resources, both traditional and non-traditional, exist within Minnesota?

6. What are the strengths and weaknesses of present programs as they pertain to bicultural staff?

7. What resources can employers provide in assisting bilingual employees with career development and attainment?

8. What will be the state of demand for bilingual workers in the near future?

9. How will any new educational endeavors be funded?

Structure of Report

The remainder of this report is divided into four sections: literature review, methodology, research findings, and conclusions and recommendations. The Literature Review chapter

will provide an overview of research in refugee-related training and education. In the Methodology chapter, the author will outline the steps taken by investigators to gather pertinent information, including surveys, and individual and focus group interviews of bilingual workers, employers, program administrators, and school representatives. The Findings chapter will describe the results of the data gathering process. The Conclusion/Recommendations chapter will develop and synthesize this information and offer suggestions for resolving the problem.

Chapter Two

Literature Review

A review of the literature found few published works directly related to the needs of bilingual refugee workers. With the exception of studies done at the conclusion of World War II, no real refugee research was done until the resettlement of the Indochinese began in 1975 (Stein, 1986). In addition, although the U.S. has admitted refugees since World War II (i.e., European Jews and others persecuted by the Nazis, Hungarians in 1956, and Cubans in the early 1960's), little attention was given to the process by which refugees accommodate to the U.S. (Zucker, 1983). The concept of a government-funded position called "bicultural worker" or "bilingual refugee worker" appears to have emerged with the arrival of displaced Southeast Asians in the mid-1970's. These individuals now are employed in the area of human service, health care, and education and provide service to their communities through government offices, volunteer agencies, mutual assistance associations, health care organizations, and the public school system.

History of U.S. Refugee Training

Mason (1986) has adequately summarized the history of government-sponsored training. In the early years of Southeast Asian refugee resettlement, the Department of Health, Education and Welfare sponsored English language and employment training at

five sites around the U.S. The aim of the programs was immediate employment, usually for the "primary breadwinners" of the family. A study by the U.S. General Accounting Office (GAO, 1979) showed the need for more programs of this type, as well as additional programs for women and for those with little formal education.

However, as Mason (1986) continues, the Reagan administration soon assumed leadership and funding was reduced in 1982, even while refugee populations were continuing to increase. That year brought with it a crisis in the refugee community, caused by the recession, cuts in social services, increased demands on a shrinking number of training programs and changes in government policy, the most notable being a reduced eligibility period for cash and medical assistance. Many refugees moved to states such as California that had more appealing public assistance policies. Congress later appropriated funds for the Targeted Assistance Program (TAP), which was to provide English language instruction, employment training, and employment services which encouraged self-sufficiency. Grants were awarded to counties in affected areas and they were encouraged to develop programs which utilized "creative approaches" (Cichon, 1985, p. 4). A later study showed that few creative efforts were tried (Cichon, 1985).

Mason (1986) outlined several refugee women's employment training programs carried out during the late 1970's and early 1980's, as well as a variety of other federally sponsored training programs. She identified 69 women's training programs,

14 of which were preemployment projects, comprised primarily of English language instruction, basic mathematics, and cross-cultural skills training. The remaining 54 ventures involved employment training. Thirty-two of the programs provided instruction to women in the most common vocations among refugee women: cleaning, electronics assembly, and industrial sewing. The other programs involved training in child care, small business, and health care. All of the instruction, with the exception of health care training, was geared toward low-skilled, low-paid jobs. Two of the programs mentioned provided LPN training in Minnesota, one at Minneapolis Technical Institute and one at St. Paul TVI. Of the 65 people who were interested in the MTI program, 32 began the program, 16 graduated and only 5 passed the National Council of Sate Boards of Nursing Examination. The attrition rates for the TVI program were similar. The low passing rate on the state boards was believed to be due to language problems and the fact that the tests were timed.

In addition to the Targeted Assistance Program undertakings, the Office of Refugee Resettlement developed smaller national discretionary projects in the mid-1980's. The Highland Lao Initiative provided funding for 48 one-year programs, many of which involved vocational education or on-the-job training, for Hmong outside of California. Another project, the Refugee Health Professional/Paraprofessional Retraining Project, was one of a very few to focus on training for the primary job market. The Twin Cities was one of the five training sites, and the local

program was sponsored by the University of Minnesota and the American Refugee Committee. Some of the students had been professionals or paraprofessionals in their home country but held no documentation of their credentials. The program, which provided free (government-sponsored) tuition and fees, counseling, technical English instruction, and placement services, allowed them to earn LPN credentials. Although the attrition rates (30-57%) appear high, they were quite similar to the rates (40-50%) in mainstream programs (Mason, 1986). The Secondary Wage Earners Project, which provided child care and other training, was launched in response to two studies which showed that the most important ingredient in refugee self-sufficiency was the employment of more than one family member, and that women were underserved by training programs.

In recent years the federal government has continued sponsoring projects similar to the ones described above. These projects reflect the prevailing goal of the federal policy which is to reduce dependency on public assistance (Leibowitz, 1983; Mason, 1986; Office of Refugee Resettlement, 1989). To this end they have promoted certain demonstration projects. The Fish-Wilson program attempts to place adults in employment within one year after arrival. The Key States Initiative program aims to remove disincentives to finding employment. If a refugee welfare recipient finds a job, he/she is given a subsidy to offset extra costs incurred due to going to work--for example,

any training, transportation or child care expenses (Refugee Reports, 1990b).

Matching private grants have also allowed local agencies to provide better programming than might otherwise be possible (Church World Service, 1983). In FY 91 over $39 million (a similar amount to FY 90) in matching grants has been appropriated by ORR for voluntary agencies (Refugee Reports, 1990b).

Other Training Literature

The paucity of applicable work in refugee literature is reflected in a survey of two annotated bibliographies. Both were published by the Southeast Asian Refugee Studies Project at the University of Minnesota, one concentrating on Cambodia and Cambodian refugees (Marston, 1987), and the other on the Hmong (Smith, 1988). The first has no index listing for training, bilingual, refugee worker or for education (except for Education in Cambodia). Review of the annotations and titles from 64 entries in the most pertinent section, entitled "Cambodians in Countries of Resettlement," found only two works which contained any of the above words. One was a study of U.S. English language programs and the other was a 1975 introduction to the educational backgrounds of Cambodian students. The Hmong bibliography had a section entitled "Education/ESL (English as a Second Language)," which contained 32 entries, three of which involved vocational training. Two others related to adult higher education.

In the 1970's and 1980's, most education/training literature focused on ESL, entry level employment, and non-tertiary formal education because of the crucial needs in these areas.

An abundance of sources addressing English language issues exists. This paper makes no attempt to summarize conclusions in this area but lists a range of sources associated with adult education. These range from ESL teachers' guides (Deem & Marshall, 1980; McGinn & McMenamin, 1984; Callaway, 1985) to the study of language acquisition factors (Downing, 1986; Green & Reder, 1986). Welker and Moscow (1989) described Washington, D.C.'s effort to aid refugee and immigrant school children in learning English and building survival skills. Hafner et al. (1989) surveyed refugee adults in Western Massachusetts and discovered that 60% of all refugee household heads who had taken ESL did not believe this instruction was helpful in finding employment. Yet Vietnamese and Laotian adult refugees had much higher percentages of high school graduation and English training prior to arrival in the U.S. than did Cambodians, and their rate of employment was also much higher. Unemployment among Cambodian household heads was near 50%, while Vietnamese and Laotian household heads' unemployment was at 10-15%. Numerous other sources (Kim & Nicassio, 1980; North, Lewin & Wagner, 1982; North, 1984; Office of Refugee Resettlement, 1988; Rumbaut, 1989) point to the close tie between English language skills and economic adjustment.

Mental Health and Health Care Issues

Before summarizing refugee health education-related literature, the resettlement and adjustment patterns of refugees will be examined. Much emphasis has been placed on the trauma associated with life in their home countries, their escape, and life in refugee camps. Yet the anxiety of adjusting to a new country cannot be overlooked. While pressures may be most severe in the first few years, delayed reactions may appear after refugees have accepted their situation. These later periods have received the least study (Stein, 1986). During this time the individual undergoes acculturation into the host culture but not necessarily assimilation (Berry, 1986). A realization that often occurs during this period is the inevitability of low social mobility (Hitch, 1983). But some refugees do find satisfaction with their new work, regardless of the status level. Finnan (1982) reported that an individual's occupational adaption is positively associated with the endorsement of the job by the ethnic community. Refugees may modify their image of themselves to fit the job but also may develop a new image of the job to fit with their own self-image.

In addition, research indicates that mental health problems are more probable among certain high risk groups: older refugees with altered roles, those whose standard of living has significantly declined, unemployed refugees, and others (Stein, 1986). These issues and others previously discussed may be important in assessing the training needs of bicultural workers.

A nationwide directory of professionals and para-professionals in refugee mental health has been published (Peterson & Deinard, 1988). The majority of Minnesota providers listed were non-refugee staff. Egli (1987) studied several mental health agencies and pointed out that there exists a shortage of highly skilled bilingual paraprofessionals who are needed to provide critical cross-cultural mental health care. He found that non-refugee workers are unprepared to work through and with these refugee employees. Few bicultural employees had previously worked in the mental health field. Only five of the 23 workers in the study had prior mental health experience, and none had undergone formal training. About half preferred to remain in the mental health field, with the rest wanting to switch vocations. As for training, funding for bilingual worker programs has been meager (Egli, 1987; Lum, 1985). Training generally takes the form of on-the-job case supervision, infrequent workshops, and an occasional course at a nearby school. Agency personnel are aware of the inadequacy of instruction but are forced to spend virtually all of their time and money in providing much-needed services. In addition to other benefits, Egli (1987) believes that additional training would help prevent "burnout," which is common among many bilingual workers. Without identifying specific programs, he states that few schools or training sites provide training for bilingual paraprofessionals.

The Minnesota Mental Health Program did identify education sites. In 1988 the American Refugee Committee published a report which described the mental health-related educational opportunities and resources in Minnesota's post-secondary educational institutions. Its findings (Anderson et al., 1988) indicated that, while numerous schools were eager to enroll refugee students, many were outstate, far from refugee concentrations, and/or were ill-prepared to serve this group. In order to attract and retain refugee students, these schools must develop academic and personal support services, such as tutoring, English language assistance and student ethnic organizations. In addition to aiding students academically, these resources could help in overcoming the isolation which is prevalent among refugee students. Metropolitan schools, who have significant numbers of refugee students, may be near the maximum use level for special services. And even with the successful implementation of support programs, there are drawbacks. ESL or supplemental courses often are non-credit and, consequently, prolong the time required for graduation and create additional financial pressure.

Finlay and Reynolds (1987) elaborate on the assertion that schools are ill-prepared. They stated that ethnic minority members, particularly refugees, face extreme difficulties in entering and graduating from professional social work training, not only due to the presence of language problems, but because the educational process does not properly reflect a multiracial society, leading to bias at all points in the educational

process. Tsuchida (1983) studied retention rates of Asian American students, mostly Vietnamese, at the University of Minnesota. Through student surveys he determined that financial and family problems were the main causes of poor academic problems. Lique (1982) stressed the importance of using an adult education model in teaching Southeast Asian paraprofessionals.

Wong (1986) studied mental health services in the U.S. Asian community and recommended the following changes: greater participation of Asian/Pacific Americans in all levels of decision making, greater program participation of Asian/Pacific Americans, increased funding of bilingual and bicultural programs, and establishment of ethnic community-based training and assistance consortiums.

Community health workers in Seattle received classroom and clinical training over a period of one year before being employed as medical assistants, school health aides, etc. It was argued that successful placement was based on three factors: adequate English skills, job-specific skills, and the recognized value of bilingual skills in the workplace (Riddick & Callen, 1984).

Another important vocation of bicultural workers is that of interpreter, often performed in mental health and public health care settings. Utilizing state funds, various agencies in St. Paul add interpreters as a result of recommendations from the Southeast Asian Working Group, a committee of city and county employees (Bonner, 1990). Some (Braden, 1985; Benhamida, Downing & Zhu, 1988) argue for the professionalization of interpreting,

stating that uncertified interpreters lack competence and often find themselves in role conflicts. Benhamida et al. (1988)* outline, for interpreters, training program content, selection criteria, and four possible program models, two of which require enrollment in institutions of higher learning.

Credentials

The issue of qualifications and credentials is a critical one. Finlay and Reynolds (1987) describe the circumstances of one bicultural employee who lived in the UK more than 10 years and held 7 different posts, all of them short-term funded. She possessed skills and experience in welfare rights, advocacy, teaching, community work, counselling, and setting up new projects, but she has no formal credentials. She had been told that her background was 'too specialized' for her to obtain a mainstream position. Egli (1987) lamented the plight of the average bicultural worker.

> [T]he job as presently construed provided little in the way of salary, benefits, or security, and there is no true opportunity for advancement. It is truly a dead-end job unless training is provided or allowed which can lead to a professional degree. Many bilinguals find their jobs to be greater than full-time, and are unable to devote additional time to schooling. This is doubly unfortunate because those experienced people who have weathered the storm, dealt with an extremely

> difficult period in mental health services, and who still feel committed to the field are the ones most needed. Their practice in the field at the present time is preventing development of their future in the field, and delays the advent of the refugee professional worker. Many are supporting families on a low income, have English skills which are still barely adequate for an academic setting, and are unable to pursue school without the assistance of scholarships or other financial assistance programs...If a social goal is to develop refugee mental health professionals, a deliberate program should be created to serve that purpose. (pp. 48-49)

In conclusion, virtually all refugee adult education programs have consisted of brief training aimed at entry level or paraprofessional employment. For all federally-funded refugee projects, training provided is required to be short-term (less than one year), and a high percentage of the trainees must be placed in jobs at the conclusion of training (Mason, 1986). Although the purpose of these guidelines is to reduce welfare dependency, often these imposed limitations prevent beneficial long-term training and education from occurring.

The literature reveals few projects, and even fewer comprehensive plans, designed to upgrade the educational and occupational status of paraprofessionals in human service, health or education. It should be noted, however, that the majority of

the programs highlighted above are federally-funded. These are the projects that receive most of the documentation. Because of the limitations placed on federally-funded programs, one must also look to projects which receive their funds from private sources for long-term efforts in training bicultural employees. At present, perhaps few programs of this type exist. If these programs do exist, it appears that private agencies are too frequently too busy dealing with crises to document successful approaches. This lack of institutional memory also may be due to the faulty belief that the particular refugee problem of the moment is unique and will not exist very long (Stein, 1986). In future chapters, this paper will attempt to uncover approaches which show promise for upgrading the skills of bilingual staff and facilitating movement into career positions.

Chapter Three

Methodology

After reviewing the literature, investigators gathered data from a number of sources, including refugee-program experts, Minnesota Department of Human Service records, bilingual workers, agency personnel, representatives of educational institutions, and published funding information.

Unpublished Information

The investigators pursued unpublished information through contacts with experts on refugee-focused programs. These contacts included: staff members in the Minnesota Department of Human Services; refugee resettlement staff (e.g., agency directors and supervisors of bilingual workers); Office of Refugee Resettlement (ORR) regional and national office personnel; state refugee office staff in states with large refugee concentrations; personnel working in university programs, such as the Southeast Asian Refugee Studies program, linguistics department, and social work department; and directors of known bilingual refugee training programs.

Contact with ORR representatives and others (Niewoehner, personal communication, May 18, 1990 and March 7, 1991) led to the discovery of a handful of programs specifically designed for bicultural workers. Most of these programs are now defunct, and therefore, detailed information was not always available.

1. Cal State-Long Beach discontinued a program in the mid-1980's which granted bachelor and graduate degrees in social sciences. The goal was to help refugees become professional educators and doctors in their own communities. This program also contained a component directed at validating academic credentials from Southeast Asia.

2. "Project Middlepath," a University of Wisconsin-Oshkosh and Winnebago Health Institute sponsored project, was funded by ORR. It was a one-year academic program--with credit given--which trained paraprofessionals in social work and mental health counseling. Efforts were made to develop culturally appropriate and culturally sensitive curricula. The project was supervised by Drs. William Hodge and Dale Irwin. Dr. Hodge is now a consultant doing workshops in this field and others. The project was discontinued about 10 years ago (Hodge, 1989).

3. Travelers Aid and the International Institute of Chicago provided instruction in mental health and case management for bilingual staff. This training was somewhat informal, with no degree credit given. It was discontinued several years ago.

4. At the University of Minnesota Hospitals, Dr. Joseph Westermeyer (School of Psychiatry) developed a mental health clinic for Indochinese patients in 1977 (Westermeyer, 1986). In addition to providing treatment for refugees in mental health and chemical dependency, it also provided academic training and work experience for bilingual students. This program has been discontinued and Dr. Westermeyer has transferred to the

University of Oklahoma. Some similar training--mainly on-the-job training with directed supervision and some workshops--continues to be done at Metropolitan Community Mental Health Centers (Friesen, personal communication, May 22, 1990).

5. Boston City Hospital at one time provided health care focused interpreter training.

Additional information gathered led to contact with representatives of several enduring programs, of which a greater amount of documentation exists. These data are given further comment in the Findings section.

Once successful programs were identified, investigators planned to visit up to two locations to interview administrators and view the program. An apparently successful program at Boston University School of Social Work was identified and an investigator traveled there. He also viewed the bilingual teacher training program and degree certification project at the University of Lowell, located near Boston. A second visit was not made because no other higher education programs designed specifically for bilingual workers was identified.

Identifying Bilingual Staff in Minnesota

Next, attempts were made to locate all the bilingual employees in Minnesota refugee programs. Since no comprehensive list existed, investigators used a Refugee and Immigrant Administration Division (RIAD) newsletter mailing list and the Bilingual/Bicultural Service Providers in Minnesota directory

(Minnesota Department of Human Services, 1989) as a starting point. Contact was made with agencies and individuals on these lists. A notice was placed in RIAD's Refugee and Immigrant News, inviting bicultural workers to contact investigators (see Appendix A). In addition, the Asian-American Press published an article describing the study, and again, employees were asked to contact investigators for more information (see Appendix B). The purposes of the contacts were twofold: to identify the names, addresses and phone numbers of as many Minnesota bilingual workers as possible to receive a survey (to be described later), and to invite some of them to focus groups. There were also informal phone conversations with numerous people regarding their educational and work needs and interests. These data were added to those collected from the focus groups.

Focus Groups

Four focus groups were held during late summer 1990. From discussions with Augusto Avenido, Manager of Programs, RIAD, and others, it was determined that there were advantages to holding meetings involving both individual ethnic groups and mixed groups. One focus group meeting was comprised of employees from the Vietnamese community, another of those from the Hmong community. Those attending the remaining two gatherings consisted of workers from the Hmong, Vietnamese, Cambodian, Lao, and Ethiopian communities. Three of the four gatherings were held in the Twin Cities, the other in Rochester.

After personally inviting bilingual employees to attend the focus group discussion which included a free meal, a detailed follow-up letter was mailed to each person who accepted the invitation. On the average, only one or two people who received the invitation letter failed to appear at the meeting. Seven to eleven participants plus a moderator and assistant moderator attended each meeting, which were all held at a restaurant, the lone exception being one gathering at the Rochester Intercultural Mutual Assistance Association (IMAA). The moderator facilitated discussion of several questions, recording participants' responses on a flipchart. The assistant moderator took detailed notes of the proceedings and aided the moderator in social and logistic matters. Participants were asked about their educational and occupational goals, how they planned to fulfill these goals, and barriers they felt existed in reaching these goals.

Survey of Bicultural Workers

Based on the results of these discussions, a questionnaire was constructed. It included demographic questions, and questions regarding previous education and whether or not s/he had interest in any program developed. After some discussion and refinement, the survey was piloted in October, 1990, with a group of 20 people, with all but one being members of one of the focus groups. The lone exception was Avenido. Fifteen people responded. From this feedback, some questions were clarified,

and questions concerning ethnic group and length of employment were added.

A survey (see Appendix C) was then mailed in November to 547 people identified as bilingual workers in Minnesota refugee programs. A register of bilingual staff had been created (see Appendix D) by combining lists noted above with information gathered via phone calls to various agencies. Follow-up notices

Table 1

Survey Administration

Mailings		Responses	
Total mailed out	547	Surveys returned	354
Additional copies of survey mailed	16		
Returned unused, not needed (from CAPI, St. Paul Schools, etc.)	(23)	Duplicates	(3)
Duplicates (to same person at different address)	(22)		
Returned, no bilingual employees	(16)		
Undeliverable	(9)		
Total	493		351
Rate of response:			71%

were sent in early December to those who failed to respond. A response rate of 71% was received. Table 1 shows a summary of the numbers of surveys administered. The data from these surveys were examined in terms of response frequencies and chi-square analysis. Responses were compared based on several demographic characteristics: a) education level, b) work experience, and c) ethnic group.

Interviews with Agency Personnel

Agency personnel--including representatives from Lutheran Social Service, Zumbro Valley Mental Health Care, Refugee and Immigrant Resource Center, Community University Health Care Center, and St. Paul Public Schools--were then interviewed concerning their future staffing needs. From these interviews it was decided that an agency survey would be helpful in determining the agencies' views concerning workers' educational/developmental needs and in assessing the present resources available in the agencies. Of particular concern were areas in which bicultural staff should improve their work performance, either to retain their present positions or to facilitate movement into jobs serving mainstream populations.

Agency Questionnaire

A brief questionnaire (see Appendix E) was developed with the assistance of Vicki Hartford, Lutheran Social Service, and sent in March, 1991, to 82 agency representatives, identified

from RIAD's mailing list and from earlier phone calls. A follow-up letter was sent to non-respondents a few weeks later. Five surveys were given to other agency directors and supervisors to complete. Of the 87 surveys administered, 77 were completed and returned. This represents an 89% rate of response.

Interviews with Educational Institution Representatives

The next step involved interviewing representatives of various educational institutions to identify both traditional and non-traditional educational resources that might be accessed by bicultural workers. Besides determining what programs currently exist, attempts were made to identify what deficiencies exist in meeting the identified needs of bilingual employees, what modifications might be made in existing programs or programs developed, and the costs associated with the changes. Information was gathered from the sources listed below. Many of them were approached because they have special programs, such as weekend/evening classes and English tutoring, which may meet the needs of bilingual staff. These contacts are not intended to represent an exhaustive search of educational institutions but rather are a sampling of the present conditions. In some cases, a paucity of information was available simply because little effort was made to accommodate the refugee or bilingual populations.

College of St. Catherine

Augsburg College

University of Minnesota

Program for Individualized Learning

Inter-College Program

Asian/Pacific American Learning Resource Center

CLA Career Development, Asian/Pacific American Student Project

Continuing Education and Extension

School of Social Work

Metropolitan State University

Concordia College (St. Paul)

Lakewood Community College

Minneapolis Community College

Inver Hills Community College

Minneapolis Technical College

St. Paul Technical College

Rochester Community College

Funding Sources

Finally, potential funding sources were identified. The University of Minnesota's Office of Research and Technology Transfer Administration facilitated obtaining data from the Sponsored Program Information Network (SPIN). Additional foundation information was gleaned from perusal of public library materials and other sources. Through these efforts several promising sources were found.

Chapter Four

Findings

The data in this chapter were collected over a period of many months, primarily through an interview and survey process. This chapter will identify existing training programs, detail results of interviews with and surveys of bilingual workers and agency personnel, provide an overview of services at Minnesota post-secondary institutions, and outline funding possibilities for additional educational opportunities for bilingual workers.

Existing Training Programs

Through contact with Office of Refugee Resettlement (ORR) representatives and others, the investigators discovered a small number of active programs training bilingual workers. Most of the programs listed below are affiliated with an institution of higher education, and some grant college credit.

1. The Spring Institute, a private non-profit educational consulting firm in Denver, gives short-term workshops for refugee paraprofessionals as well as for others in human service and educational fields (Spring Institute, 1990). Workshops focus on cross-cultural and vocational-oriented issues. No academic credit is granted and training is aimed at upgrading skills. Federal funding has been granted to the organization.

2. The University of Denver Graduate School of International Studies has recently developed a Refugee and Immigrant Services

Credential (P. Van Arsdale, personal communication, March 6, 1991). It is intended as an adjunct to a masters or doctoral program in international studies, although it is possible only to get the credential. The certificate focuses on broad service issues (mental health was a primary consideration but has been enlarged to include other human service areas) and international studies. While the program is intended for both bicultural and non-bicultural students, there is wide latitude given in terms of entrance requirements (including reviewing Southeast Asian diplomas). There are no special support programs for refugees/bilingual other than those provided by the university to all students, such as the English Center.

3. Through the Adelphi University Refugee Assistance Program, founded in 1981, social work students counsel refugees as part of their field placement experience (Kerpen, 1983; C. Durnan, personal communication, April 12, 1991). Besides faculty supervision, students work with multilingual staff who help them understand the attitudes and expectations of clients. Multilingual staff are not required to have a college degree but need strong language skills and experience in a social work environment. They receive training in their work through Adelphi. In addition, they qualify for two free courses at the university each semester as school employees. Several are pursuing degrees in this manner. The program is funded entirely through the New York Office of Refugee Resettlement.

4. The Community Interpreter Training Program, funded by the Office of Refugee Resettlement and offered by the University of Minnesota, is intended for bilinguals who speak Russian or one of the Southeast Asian languages (K. H. Tillery, personal communication, January 18, 1991). The interpreter training is offered in two phases, one in Spring, 1991, and one during Summer, 1991. The program draws on models from American sign language. A portion of the training is language specific, and, consequently, separate language groups have been formed. Other segments are non-language specific, involving issues such as ethics, confidentiality, and neutrality. The program focuses on health care, both medical and mental.

5. The Public Partnership for Cultural Diversity in Health Professions (Health Partnership) was recently formed in St. Paul in an effort to increase minority employment in health care vocations. The Health Partnership's educational goals are to increase the representation of bilingual students in health care programs and to improve the graduation and licensure rates of these students (Health Partnership, 1991a). One of the target populations is minority adults who are unemployed or under-employed in health care work. A shortage of minority nurses exists, with less than 8% of the nurses in the U.S. from ethnic and racial minorities (Health Partnership, 1991a). Yet there is a body of minority people who are willing to work in this field but who require further training (S. Moriarty, personal communication, March 28, 1991).

The major sponsors of the project are Ramsey County Public Health Department, the Affirmative Action Office of the Minnesota Department of Human Services, Metropolitan State University, Lakewood Community College, St. Paul Technical College, and Inver Hills Community College, all of whom provide financial, in-kind, or personnel contributions.

Activities are focused in seven areas: a) recruiting of prospective students, b) providing work-study opportunities in health care occupations, c) providing academic and career counseling, d) preparing candidates for transition into college through language preparation and providing mentoring and tutoring while in school, e) furnishing financial assistance for students, f) providing support (e.g., cultural awareness seminars, cultural diversity conferences) for faculty and employers, and g) developing job placement mechanisms (Health Partnership, 1991b). The program remains in its developmental stages but concrete solutions are being generated for each of the areas of concern. The schools and other agencies involved are contributing their expertise in the areas of grant writing, program development, ESL, job training, etc. Some of the programs developed will be duplicated at each of the schools involved. Other programs will remain at one location (i.e., school or agency) but may be utilized by students from numerous agencies or schools. The teamwork approach, involving government departments, health care agencies, job training organizations, and schools, shows promise for resolving thorny, long-standing problems.

Two other programs, at Boston University and at the University of Lowell, are covered in more detail in the next section.

Boston University Refugee and Immigrant Training Program. The Refugee and Immigrant Training Program (RITP), located in Boston University's School of Social Work, began in 1980 in response to needs of the increasing number of refugees in New England. Although the key purpose of the program is to equip and support bilingual/bicultural human service workers, the program also seeks to provide training for those non-refugee people working with the refugee community. The program's primary focus involves Southeast Asian people, although Haitian and Hispanic workers have been involved in the program.

The training program is guided by the Director, Kay Jones, who reports to Sherdena Cofield, Assistant Dean, Division of Continuing Education. Jones is a faculty member of the School of Social Work.

The five training dimensions of the program are as follows: courses for bicultural paraprofessionals, conferences and workshops for service providers, career education and guidance for bicultural human service providers, publication of appropriate training materials, and a resource library (RITP, 1990).

Courses given are developed from an adult education model and are often taught by teams consisting of a bilingual worker

paired with a U.S.-born teacher. The U.S.-born teachers are chosen for their experience in working with refugees, as well as for their expertise in the subject area. Instructors also actively involve the students' agencies and supervisors through workshops and personal contact in order to maximize reinforcement and integration of learning. RITP has made special arrangements with two local community colleges, Bunker Hill and Middlesex, for students to receive credit for courses. Listed below are some of the past and present RITP courses (usually offered for three credits each):

Introduction to the American Social System and the Role of the Paraprofessional.

Case Management

Introduction to Mental Health

Management of Ethnic Agencies

Building the Helping Skills of the Bicultural Human Service Worker

Refining the Helping Skills: Advancing the Bicultural Worker

Leadership and Empowerment: Skills and Strategies for the Bicultural Leader

Substance Abuse and AIDS Training

The Career Education/Guidance Counseling Service provides services for all past and present students of RITP. Most of the following services involve direct help to students; however, the staff counselor also seeks to build bridges within the community which will eventually benefit the bicultural students:

Help students explore career goals

Aid students in enrolling in degree programs

Aid in applying for life experience credits

Assist in securing financial aid in order for student to gain professional credential in the human service field

Research alternative means of documenting refugees' past work and educational experience

Develop working relationships with other departments at Boston University and with other schools which offer degree programs

Provide workshops for university personnel on refugee culture and on special issues which may help these personnel support RITP students

Workshops and conferences are given for service providers. One-day conferences, which introduce Southeast Asian culture and refugee experiences, are provided at various locations around Massachusetts. Also offered is a course for American-born staff who supervise bicultural workers and who may encounter special concerns. In addition, RITP will offer a course focusing on the issues of recruiting, hiring, orienting, and supporting bicultural staff. Other workshops are provided on a need basis.

Training materials have been published periodically, including two books: A mutual challenge: Training and learning with Indochinese in social work (RITP, 1982), and Casebook and training guide in Southeast Asian refugee mental health (RITP,

1988). RITP also has a resource library, which includes a collection of books, articles, journals, and videotapes.

Most students enrolled in RITP are taking other college level (or higher) classes as well. Many are on a degree track. Key elements gained by participants through coursework are feeling a greater sense of empowerment, feeling more professional and better equipped for their work, seeing similar values and ideas in others, gaining a framework from which to work, and seeing their own academic progress which helps them gain confidence to move into college work.

RITP seeks to keep balance among agencies in terms of participants enrolled in the classes. This leads to more diversity of levels and ethnic groups. Program cost limits the number of participants to less than 20 per class. Without outside funding, the per course cost would be over $1000; the actual participant cost is only $125. Funding is provided by local private foundations, such as the Boston Foundation, Hyams Foundation, and Parker Foundation.

Relationships and credibility within the community are crucial to making a program successful. Support of individuals and one-to-one connections in the ethnic community are important for opening doors. As the program has developed, RITP staff have learned from mistakes and refinement has taken place. In addition, the RITP staff needs commitment from the state agencies, i.e., the Departments of Human Services and Mental Health. They do this by fostering contact with high government

level representatives. It requires the efforts of many groups and individuals to support the process.

For RITP, an Office of Refugee Resettlement grant allowed them to start in 1980. Twenty-three Vietnamese and Hmong students, only a few of whom were employed, came from all over the Northeast and were paid a stipend to undertake the first training class. Participants received three college credits. After training, field placement helped them find jobs. Funding, however, expired after two years, and private foundations have contributed most of the funds since then. BU provides space rent free and contributes some funds for the program (this money was given for the first time in 1990).

RITP is part of the Department of Continuing Education (DCE). DCE courses grant no academic credit (but as mentioned earlier, credit for RITP courses can be obtained through local community colleges). Programs operate under the philosophy of adult education. This includes frequent contact with outside agency personnel, many in human service, who provide input to ensure relevancy. Cofield works with Jones on budgeting and funding proposals. Long-range planning is difficult because it requires stable funding. Jones spends 60% (83% in 1991) of her time on director responsibilities. She also directs clinical work, does faculty advising, teaches, and is a member of a faculty committee on international issues.

Training usually takes place with a team of two teachers. The Southeast Asian instructor will talk about empowerment and

how it works for her/him. The other instructor observes the class for comprehension, confusion, etc. Small group activities are done with leaders. Staff have found that the classroom must feel safe to the students. Students need to know the non-refugee instructor in order to feel safe. The instructors are considered equals. It is acceptable for the instructors to verbalize respect and to interrupt each other. Students see this mutual consideration and it aids empowerment.

About 25% of students take advantage of career counseling. A component of this is to provide advocacy in finding financial aid. Students are also assisted in finding affordable colleges.

Peer support is a fundamental ingredient in the success of RITP. Saly Pin-Riebe, a refugee herself, started the Cambodian Bilingual Support Group for bilingual workers in Massachusetts. Pin-Riebe earlier was a student at RITP and since has assembled her credentials from Cambodia, allowing her to enter graduate school at BU. The primary mission of the group is to help each other professionally, emotionally, and economically. The group's strategy is to act as advocates for each other and for the community. Members called and wrote employers in order to get release time from work for meetings and to recruit members. Meetings are held in Khmer but minutes are written in English so that supervisors can view what transpired and not be intimidated by the group's actions.

RITP staff have discussed the difficulties faced by bicultural workers in progressing to higher level human service

positions. Three of the most prominent barriers are credentials, racism, and rigidity in the bureaucratic system. Without degrees, workers will not be accepted nor will they possess the training required for competency in their field. Much of the racism is subtle and has to do in part to the seeming strangeness of non-European cultures. This inability to deal with diversity leads to lack of flexibility in many government and human service structures.

Staff members gave several ideas for future direction and goals. The program has been teaching skills but now seeks to increase empowerment and to help students feel more competent in their work. It is also important for staff to show responsibility by continuing to be involved in other groups--task forces, advocacy groups, etc. In addition, staff would also like to do research on pertinent refugee issues. In the future they would like to add a bicultural staff person and a career education counseling person (Jones now performs these functions).

RITP aims for greater integration into the School of Social Work. This would include more active recruitment of Master of Social Work (M.S.W.) students from newcomer populations, greater involvement with M.S.W. students through field placement, and increased contributions to curriculum design.

University of Lowell. Since 1980 there has been a large influx of Southeast Asian refugees in Lowell, a city one hour outside of Boston. The Southeast Asian population in Lowell now numbers 25,500, with 18,000 from Cambodia. A sizeable Hispanic

community also lives in the Lowell area. Presently, 45% of the total student body of the public schools in Lowell and 73% in nearby Lawrence are ethnic minority students. The area possesses a long history of immigration because of the textile mills located there.

Some years ago (1971) Massachusetts was the first state to pass a law which mandates bilingual education for districts with even a small refugee or immigrant community. Given Lowell's considerable minority community, a critical shortage of bilingual teachers and aides quickly emerged. Licensed bilingual instructors are required to have the necessary school credentials which include a four-year degree with a minor or major in education, and pre-practicum and practicum work. They also must have passed the Language Proficiency Exam. The University of Lowell's Short-Term Teacher Training Program and Academic Credential Committee were developed by Dr. Juan Rodriguez, Director, Bilingual and ESL Programs, and others to meet the need for bilingual teachers.

The Short-Term Teacher Training Program aims to improve the instructional and professional competence of Cambodian, Laotian, and Vietnamese bilingual teachers. Instructional activities are designed to teach the cognitive concepts and linguistic skills necessary for English acquisition by Limited English Proficient (LEP) students. After completing the coursework it is hoped that the students will be prepared to apply for teacher certification. In addition to courses in pedagogy, the program assists students

in understanding the school system and provides training for the English Language Proficiency Exam, a requirement for certification.

The program now formally offers two courses, one each semester in classroom management, and curriculum design and development. ESL help is also provided. Credit is given through the University of Lowell Continuing Education.

Overcoming the lack of documented academic credentials among Southeast Asians is the goal of the Academic Credentials Committee (ACC). Due to the distressing political circumstances in their home countries, very few refugees are able to retrieve official educational documents. ACC, which began in December, 1988, with a pilot group of Vietnamese applicants, seeks to determine the applicant's educational background by evaluating his/her coursework. The applicant provides coursework information primarily via an interview process. A specially chosen expert panel oversees the process and determines the number of credits which will be recognized. The panel completes an Academic Credential Validation (ACV), which denotes the level of education the applicant has received in his/her country. Some individuals receive full bachelors degree credentials. Other receive a lesser amount of credits which then can be applied toward a bachelors degree. The ACC only evaluates coursework done toward degrees in education, not in other fields. At present the Massachusetts State Board of Education funds and oversees ACC.

In addition to the above programs, the University of Lowell has established a Bachelor of Liberal Arts. Day and evening classes are provided. The College of Education has a masters program. School regents decided not to allow a masters in bilingual education, but the school does provide a bilingual/ESL focus in Curriculum and Instruction.

During the process of developing and implementing the training program, several predicaments emerged. Massachusetts law states that those who go through the short-term training program are not official teachers and should have limited authority. Schools, though, view them as teachers but pay these non-certified instructors as if they are substitute teachers.

In discussions within the school district, administrators and refugee staff have listed some of the problems. Bilingual instructors are not familiar with the U.S. educational system and U.S. ways of doing things. Many local non-refugee people had a real bias against the Southeast Asians. It has been a learning process for both refugees and non-refugees involved in the public school system.

A large amount of Rodriguez' time is involved in academic support activities. He stated that he "can't do everything for everybody." While there is little prospect of adding significant full-time staff, there are other ways to alleviate the problem. One solution has been to hire part-time academic advisors. In addition, instructors have been asked to do more advising.

Many relationships have been established with the ethnic communities in the Lowell area. Rodriguez believes that this is extremely important as he believes that one must establish a forum, a place for both parties to go to ask questions and to resolve problems.

Focus Groups

Four focus group meetings were held. At the first gathering were Vietnamese workers from the Twin Cities. The second meeting involved Hmong refugee workers from the Twin Cities. Refugee staff from Rochester's Cambodian, Vietnamese, Hmong, and Ethiopian communities attended the third meeting. The fourth gathering consisted of representatives from the Twin Cities' Hmong, Vietnamese, and Laotian communities. Each meeting included seven to eleven participants.

In each of the focus groups the facilitator asked the following questions:

What resources do you need to do your job better?

Do you prefer to continue in your present line of work or would you prefer to do something different? If something other than your present work is preferred, what would it be?

What barriers, if any, exist to returning to school? What would it take for you to return to school?

If a school offered a special program for bilingual workers, what should it contain?

In some of the groups there also was discussion about educational programs which may provide special resources for bilingual workers or refugees, in general, and about whether or not participants' jobs were permanent or funding-based.

When asked about the means for improving their work performance, the majority of the responses centered on training and credentials. Training is needed in the areas of counseling, legal issues, employment matters, and other job skills in order to provide higher quality service. College and licensing credentials are important, not simply because they confirm the acquiring of skills, but also because they confer credibility. It was stated that Americans tend to view bilingual employees as merely interpreters, and that more bilingual staff needed to be represented in other positions, including management. One participant thought job security depended on obtaining a degree, stating that refugee jobs will either disappear or require a degree. The Vietnamese group underscored the tremendous amount of work and responsibility faced by bilingual workers. There is pressure from their own communities to be available 24 hours-a-day, and to solve everyone's problems. Consequently, more workers are needed as is the ability to say 'no' at appropriate times.

As for work preference, responses varied widely. It appeared that the majority preferred to stay in the same field or in a field related to their present occupation (e.g., a youth worker pursuing a degree in social work). But in each discussion

group there were at least one or two individuals who wished to work in business or in another area unrelated to their present work. Several people expressed that it made sense to continue working in their present field, either due to already possessing experience or due to their desire to help their community through health or human service work. Some expressed reservations about making any changes because of age or language limitations. Others clearly did not have a specific area of interest.

Money was clearly and overwhelmingly the foremost barrier expressed to pursuing further education. Although some financial aid is available, participants saw limitations to use of the money. Some agencies provide tuition reimbursement, but money is needed for books, fees, and other expenses. One participant said that a certain employer was able to pay for only one course because of a lack of funds. Another participant stated that he qualified for a grant from Hennepin County but could not relocate from Rochester and, therefore, did not receive the funding.

Another barrier mentioned by each of the four groups involved not receiving credit for past educational or work experience. In particular, they sought greater flexibility in the educational system that would recognize their human service work here in the U.S.

A significant number of participants voiced concern about the amount of time and energy required to go to school. As most have families, a great portion of their non-work hours are involved in raising their children. Many participants believed

that they could not afford to cut back on work hours since their salaries support several family members. Even if they could afford to do so, some wondered if their organizations would allow time off during the day for school, although there was disagreement as to which time (i.e., day, evening or weekend) was most favorable for taking classes. Child care expenses and availability of family members to watch children constituted important concerns.

Of course, language constituted a serious obstacle for some participants. The writing required in college courses was noted to be very difficult for them. In higher education much emphasis is placed on methods which require note-taking skills as well as essay writing skills. And, teachers and fellow students talk at such a fast pace that refugee students often cannot understand them.

According to participants, race and culture differences affected not only their pace of learning but also their acceptance by the mainstream community. Although members of one group disagreed on whether or not racism played a significant role in impeding or preventing educational attainment, it was clear that they believed that the system was not flexible enough in dealing with the culture dissimilarities.

A few participants mentioned age as a barrier. As middle-aged and older adults, establishing relationships with younger students may be not be easy. It was noted that the cultural tradition of some Southeast Asian ethnic groups frowns on older

adults attending school with much younger students. Some participants, though, did not agree with this statement and saw no difficulty in young and old attending class together.

Other concerns stated by participants were unfamiliarity with the educational system, lack of a high school degree, difficulties in finding appropriate courses in Rochester, and lack of career assessment to determine future goals.

Finally there was the discouragement caused by the prospect of having to face the numerous obstacles listed above. Some questioned whether they possessed the necessary motivation to overcome these difficulties. Some questioned whether the time and money investment was worth it. Will I get a satisfactory job once I finish? How will I repay school loans? Will my salary be any higher than it is at present? It was expressed that encouragement by employers, and tangible displays of support, such as time off and scholarships, would help considerably. Having asserted this, however, participants made it clear that some agencies are presently providing this support.

If a school offered a program for bilingual workers, what resources should be provided? ESL classes along with the availability of tutors was one request. Enrolling in special classes that moved at a slower pace was another. They wanted course standards maintained yet curriculum tailored to meet their needs. Students need understanding from the advisors and instructors, not special considerations. One person remarked that although she had to drop a course at a technical college for

personal reasons, she was pleased that the instructor displayed a caring attitude in class and made certain that students understood the material before moving ahead. Another participant, anxious to obtain a degree, desired a short, intensive program which required few written assignments.

Those present at the focus group meetings preferred a program which gave credit for work experience. Some participants believed that they had had critical experiences which helped them better understand their field and which, therefore, should be recognized by the educational system. Training should be credit bearing and promote progress towards some type of credential. Participants wanted any degrees granted to be equivalent to those received elsewhere.

Evening and weekend classes were suggested due to the participants' work schedule. If work release time was granted, some participants would be willing to attend day classes. Rochester workers requested either a program at a local school or special classes sponsored by a Twin Cities' school and offered in Rochester once or twice a week.

Certainly, based on the limited monetary resources of many workers, financial aid would be a crucial component of any program. A significant number of participants stated that they would be satisfied just receiving grants for education, perhaps believing, given the present conditions, that other obstacles could be overcome through hard work.

Other suggested components of a beneficial educational program were career assessment/development counseling, mixed gender (not mostly women) classes, and probationary admission for students with less education and/or inferior English skills.

Although participants were unable to identify any programs specifically designed for bilingual employees, they mentioned several schools with environments or resources favorable to minority or refugee students. Among these institutions were Metropolitan State University, Lakewood Community College, Inver Hills Community College, Normandale Community College, and the College of St. Catherine. However, it was noted by one participant that the College of St. Catherine's tuition rates were quite high.

As for the workers' future job security, it was believed to be tenuous in most cases. Clearly, most participants were employed in funding-based positions with little job security. One participant knew that her position was being terminated in a few months. Another believed that up to 85% of those present would probably lose their jobs within one to two years.

Survey of Bilingual Workers

The data discussed below are presented and analyzed in primarily two ways. First, response frequencies are provided for each question. Second, chi-square analysis was performed comparing responses based on several demographic characteristics: a) college vs. non-college graduates, b) those with less than six

years experience vs. those with six or more years experience, and c) Hmong workers vs. all other ethnic groups.

Demographic data of respondents. Table 2 displays the breakdown of the respondents' ages in categories, though respondents gave actual ages.

Table 2

Age of Respondents

	Number of responses	Percent
20-24	33	8.9
25-29	82	22.4
30-34	58	15.9
35-39	55	15.0
40-44	39	10.6
45-49	23	6.3
50-54	21	5.8
55-59	9	2.4
60-67	9	2.6
No response	37	10.1

The mean age was 35.7, with the minimum 20 and maximum 67. As expected, the majority of the workers are male. Males made up 60.2% of the respondents and females constituted 39.8%.

Table 3 indicates the ethnic group to which the respondents belong.

Table 3

Ethnic Group

	Number of responses	Percent
Hmong	190	51.9
Vietnamese	51	13.9
Cambodian	49	13.4
Lao	40	10.9
Russian	5	1.4
Hispanic	4	1.1
Ethiopian	2	.5
Other	7	1.9
No response	18	4.9

Ninety percent were from Southeast Asia, with over half of the total respondents being Hmong. Each of the seven respondents indicating "other" were from a different ethnic group.

The respondents' job functions are shown in Table 4.

Table 4

Job Function

	Number of responses	Percent*
Interpreter	134	38.6
Teacher/teacher aide	107	29.2
Social worker	78	21.3
Employment counselor	54	14.8
Manager	25	6.8
Health care worker/nurse	20	5.5
Mental health worker	14	3.8
Other	65	17.8
No response	2	.5

*Percents exceed 100 because respondents could select more than one function.

The category receiving the most responses was interpreter, followed by teacher/teacher aide and social worker. Less than 6% regarded themselves as a health care worker or nurse. The "other" category included youth workers, financial and clerical staff, and others.

Three-fifths (60.4%) of respondents indicated that they were working in funding-based positions, 30.3% were employed permanently, and the remainder (9.3%) did not respond to the question.

The respondents' length of employment as a bilingual worker is displayed in Table 5.

Table 5

Length of Bilingual Employment

	Number of responses	Percent
Less than 2 yrs	103	28.1
2-4 yrs	68	18.6
4-6 yrs	41	11.2
6-8 yrs	37	10.1
8-10 yrs	51	13.9
More than 10 yrs	43	11.7
No response	23	6.3

Almost one-half had four years or less employment as a bilingual worker, and 13.9% possessed more than ten years' experience.

Table 6 displays the respondents' place of residence.

Table 6

Place of Residence

	Number of responses	Percent
Twin Cities	303	82.8
SE Minnesota	31	8.5
NE Minnesota	7	1.9
NW Minnesota	6	1.6
SW Minnesota	2	.5
No response	17	4.6

As expected, an overwhelming majority (86.8%) resided in the Twin Cities. Southeastern Minnesota, which includes Rochester, was home to the second largest group.

Table 7 presents information about the level of education respondents acquired in their home country.

Table 7

Respondents' Level of Education in Home Country

	Number of responses	Percent
Less than HS graduate	120	32.8
HS graduate	88	25.5
Some college	79	22.9
Bachelors degree	37	10.7
Masters degree	16	4.6
Doctoral degree	5	1.4
No response	21	5.7

While only 15.9% indicated that they had received a college or higher level degree in their home country (see Table 7), it is not known what percentage of the respondents had their educational advancement interrupted by war or were yet adolescents when they left their country.

Table 8 displays the number of years required for high school graduation in the respondents' home countries.

Table 8

Number of Years for High School Graduation--Home Country

	Number of responses	Percent
10 yrs	86	23.5
12 yrs	160	43.7
Other	76	20.8
No response	44	12.0

Research subsequent to the survey indicates that there may have been some confusion about this question. Many from the same country gave differing answers. Receipt of a high school diploma may be based on factors other than the number of years that a person attends school. In addition, some younger workers (who attended little or no school in their home country) actually may not know specific details about their home country's educational system.

Respondents' educational levels in the U.S. are displayed in Table 9.

Table 9

Respondents' Level of Education in the United States

	Number of responses	Percent
Did not attend school	26	7.1
Less than HS graduate	34	9.3
HS graduate	31	8.5
Some college	169	46.2
Bachelors degree	69	18.9
Masters degree	12	3.3
Doctoral degree	1	.3
No response	24	6.6

Almost three-fourths indicated that they had taken at least some college courses in the U.S., yet only one-fourth held a bachelors or higher degree. It is not clear how "some college course" was interpreted. It is possible that some respondents regarded community education classes as college courses.

A review of survey results reflects a high interest in more education. Eighty-three and three-tenths percent of total respondents were interested in returning to school, 7.7% were not interested and 9% were uncertain or failed to respond.

Only one person answered "no" to whether or not they would take advantage of an education or training program designed for bilingual workers, 82.5% answered "yes," 5.5% were undecided, and 11.7% failed to respond.

Barriers in returning to school. Respondents were asked to identify the three greatest barriers to returning to school. The results are displayed in Table 10.

Table 10

Barriers to Returning to School

	Number of responses	Percent*
Money/financial aid	244	66.7
Not enough time	206	56.3
Time of classes	124	33.9
Work experience credit	82	22.4
Language difficulties	64	17.5
Day care	39	10.7
Don't know what subject to take	37	10.1
Education system	27	7.4
Age	26	7.1
Pace of courses	15	4.1
Family resistance	10	2.7
Other	14	2.7
No response	45	12.3

*Percents exceed 100 because respondents could each check three items.

Clearly and overwhelmingly, the two major hindrances to returning to school were money and time issues. Time of classes was the third greatest barrier and lack of credit for work

experiences was fourth. Only 17.5% noted that language difficulties were a primary obstacle to returning to school. The educational system itself did not appear to be a significant hindrance.

In a related question, participants were asked to identify the single greatest barrier to returning to school. Table 11 shows the rankings, which are quite similar to those from the previous question.

Table 11

Greatest Barrier

	Number of responses	Percent
Money	92	25.1
Not enough time	56	15.3
Time of classes	13	3.6
Language difficulties	11	3.0
Work experience credit	11	3.0
Age	6	1.6
Educational system	5	1.4
Subject to study	3	.8
Pace of courses	2	.5
Other	11	3.0
Improper or no response	159	43.4

It should be noted, however, that over 40% of respondents failed to provide an appropriate response, either ignoring the question or selecting more than one answer.

As shown in Table 12, age appears to have had some influence on the barriers chosen by respondents.

Table 12

Mean Age of Respondents by Greatest Barrier Indicated

Barrier	Mean age
Money	32.6
Not enough time	36.2
Time of classes	40.4
Work experience credit	34.6
Language difficulties	40.0
Age	54.8
Educational system	37.2
Overall	35.7

Note. The remaining barriers each received less than 1% response rates.

The data reflect that the age of the respondents selecting language and time of classes as an obstacle was higher than the

average while the age of those identifying money as a barrier was lower than the average.

Major areas of interest. Table 13 reflects the types of degree programs desired by respondents.

Table 13

Degree Program Desired

	Number of responses	Percent
4-Yr college	146	39.9
Masters degree	71	19.4
2-Yr college	19	5.2
Technical college (certificate)	16	4.4
Technical college (degree)	16	4.4
Doctorate degree	13	3.6
Professional school	9	2.5
Other	2	.5
No response	74	20.2

Note that 40% preferred to seek a four-year degree if barriers were reduced.

Table 14 displays the fields of study most preferred by respondents.

Table 14

Field of Study

	Number of responses	Percent
Social work/human services	97	26.5
Education	70	19.1
Business	47	12.8
Counseling/psychology	31	8.5
Law/political science	19	5.2
Math/computer science	17	4.6
Nursing	16	4.4
Engineering	7	1.9
Medicine/physician	7	1.9
Public administration	4	1.1
Other	18	4.9
No response	103	28.1

Social work/human services represented the most desired field of study, followed by education and then business. Since respondents were free to choose more than one field, the total number of responses did not equal 366, the number of respondents.

School preference. Respondents were asked to identify a school preference and the results are shown in Table 15.

Table 15

School Preference

	Number of responses	Percent
University of Minnesota	76	20.8
Metro State University	21	5.7
University of St. Thomas	19	5.2
Lakewood Community College	18	4.9
Hamline University	17	4.6
Concordia College (St. Paul)	13	3.6
Augsburg College	5	1.4
St. Mary's College	5	1.4
University of Minnesota--Duluth	5	1.4
College of St. Catherine	5	1.4
National College (proprietary school)	4	1.1

Less than one-half of those completing the survey identified a school preference. Of that group, more than one-fifth listed the University of Minnesota, with Metropolitan State University, St. Thomas, Lakewood, and Hamline each listed by 5-6% of the respondents.

Financial contributions. Table 16 indicates the amount of money that-respondents can advance for educational purposes.

Table 16

Money--Can Contribute for Education

	Number of responses	Percent
Nothing	82	22.4
Less than $1000	157	42.9
$1000-$1999	33	9.0
$2000-$2999	16	4.4
$3000-$3999	7	1.9
$4000 or more	17	5.4
No response	54	14.8

Approximately two-thirds of the respondents stated that they can contribute less than $1000 per year toward their education. Approximately 5% could pay more than $4000.

Help needed in completing survey. Of those who responded to the final question, "How much help did you need in completing this survey?" four-fifths (80.9) expressed that they needed no help, 10.3% indicated they needed some assistance, and 8.8 said they needed much help.

Chi-square analyses. In an effort to identify similarities and differences in the population, several chi-square analyses were performed. Table 17 shows comparison of non-college graduates (in the U.S.) with U.S. college graduates.

Table 17

Chi-Square Analysis--Non-College Graduates vs. College Graduates

Item	Chi-square	Significance
Age	60.67	.06
Gender	10.06	<.01
Ethnic group	12.22	.09
Job function		
Social worker	.01	.97
Mental health worker	.11	.74
Interpreter	16.42	<.01
Employment counselor	2.27	.13
Manager	.01	.96
Health care worker/nurse	.86	.35
Teacher/teacher aide	2.33	.13
Other position	2.59	.11
Job funding	6.15	.01
Length of bilingual employment	19.82	<.01
Place of residence	7.21	.12

(table continues)

Table 17 (continued)

Chi-Square Analysis--Non-College Graduates vs. College Graduates

Item	Chi-square	Significance
Education in home country	21.73	<.01
No. of yrs. for H. S. graduation	.66	.88
Interest in returning to school	1.70	.19
Barriers		
Educational system	.91	.34
Subject to study	6.91	.01
Money/financial aid	1.57	.21
Not enough time	2.43	.12
Language difficulties	.01	.98
Time of classes	.92	.34
Age	3.50	.06
Pace of courses	.73	.39
Work experience credit	.26	.61
Day care	.14	.70
Family resistance	.65	.42
Other	.33	.57
Degree program desired	151.22	<.01
Money for education	26.49	<.01
Interest in special program	4.60	.10
Help needed in completing survey	3.88	.14

At a significance level of .05, the null hypothesis is rejected for gender, number considering themselves an interpreter, job funding, length of bilingual employment, education in home country, number undecided about which subject to study, type of degree program desired, and amount of money able to contribute for education. On most questions, however, there was no significant difference. Some of these differences appear easily explainable, such as the number undecided about which subject to study and the type of degree program preferred.

A much larger percentage of females than males did not have a college degree. A larger percentage of those with no college degree were interpreters, and their length of employment was longer. A higher percentage of non-college graduates was employed in funding-based positions. The barriers identified were similar. A higher percentage listed "subject to study" as a barrier. A somewhat higher percentage of non-college degree respondents desired to study human services, interpreting or nursing, a lower percentage for education, law, engineering and counseling. As expected, a higher percentage of non-college graduates was interested in attending Metropolitan State or Lakewood. Respondents without college degrees were able to contribute less money than college graduates for their education.

Table 18 displays chi-square analysis of responses of those with less than six years' experience compared with those having six or more years' experience.

Table 18

Chi-Square Analysis - Less Than 6 Years Experience vs. 6 or More Years Experience

Item	Chi-square	Significance
Age	77.69	<.01
Gender	.31	.58
Ethnic group	14.70	.04
Job function		
Social worker	2.48	.12
Mental health worker	.83	.36
Interpreter	3.98	.05
Employment counselor	.10	.75
Manager	.44	.51
Health care worker/nurse	.04	.83
Teacher/teacher aide	.19	.67
Other position	.94	.76
Job funding	5.11	.02
Place of residence	3.08	.54
Education in home country	21.27	.01
No. of yrs. for H. S. graduation	15.55	<.01
Education in the U. S.	26.89	<.01
Interest in returning to school	5.81	.02

(table continues)

Table 18 (continued)

Chi-Square Analysis - Less Than 6 Years Experience vs. 6 or More Years Experience

Item	Chi-square	Significance
Barriers		
Educational system	.01	.95
Subject to study	.17	.68
Money/financial aid	.06	.80
Not enough time	1.65	.20
Language difficulties	4.56	.03
Time of classes	10.10	<.01
Age	1.14	.28
Pace of courses	1.84	.18
Work experience credit	7.81	.01
Day care	1.59	.21
Family resistance	.65	.42
Other	.01	.95
Degree program desired	9.93	.19
Money for education	6.38	.27
Interest in special program	3.27	.20
Help needed in completing survey	.62	.73

At a .05 significance level, the null hypothesis is rejected for age, ethnic group, those identifying themselves as interpreters, job funding, education in home country, number of years for high school graduation in home country, education in the U. S., interest in returning to school, language as a barrier, time of classes as a barrier, and work experience credit as a barrier.

Older bicultural workers have more experience than do younger workers. It is apparent that a higher percentage of Vietnamese and Lao workers than Hmong and Cambodian possesses experience greater than six years. Members of the experienced group are more likely than the other to view themselves as interpreters. The experienced group are more likely to be in a permanent, non-funding based job. They received more education in the U.S. and in their home country. Although they are less interested than less experienced workers, still 86% of them expressed interest in pursuing further education. To this group, time is almost as real a barrier as money is. Time of classes, language difficulties, and work experience credit needs are higher than for the less experienced group. And, perhaps because of their experience, data indicate that this group more than the other is interested in pursuing studies in social work and education, and less interested than the other workers in studying business or counseling.

As the Hmong represented the largest ethnic group surveyed, comparison was made with the other ethnic groups (see Table 19).

Table 19

Chi-Square Analysis--Hmong vs. Non-Hmong Respondents

Item	Chi-square	Significance
Age	106.79	<.01
Gender	.59	.44
Job function		
Social worker	9.00	<.01
Mental health worker	2.10	.15
Interpreter	.66	.42
Employment counselor	.02	.88
Manager	.96	.33
Health care worker/nurse	.25	.62
Teacher/teacher aide	2.76	.10
Other position	3.23	.07
Job funding	.04	.84
Length of bilingual employment	4.52	.48
Place of residence	34.13	<.01
Education in home country	71.51	<.01
No. of yrs. for H. S. graduation	34.29	<.01
Education in the U. S.	25.92	<.01
Interest in returning to school	19.02	<.01
Barriers		
Educational system	.03	.87

(table continues)

Table 19 (continued)

Chi-Square Analysis--Hmong vs. Non-Hmong Respondents

Item	Chi-square	Significance
Subject to study	2.42	.12
Money/financial aid	2.49	.11
Not enough time	.01	.91
Language difficulties	2.88	.09
Time of classes	1.52	.22
Age	8.49	<.01
Pace of courses	3.18	.07
Work experience credit	.24	.88
Day care	4.99	.03
Family resistance	.02	.89
Other	<.01	.96
Degree program desired	10.60	.16
Money for education	6.47	.26
Interest in special program	2.01	.37
Help needed in completing survey	1.60	.45

Although there were many similarities in responses, certain differences are highlighted. At a .05 significance level, the null hypothesis is rejected for age, those identifying themselves as social workers, place of residence, education in their home

country and in the U.S., number of years required to graduate from high school, interest in returning to school, age as barrier, and day care as a barrier. Hmong workers generally were younger than others. A lower percentage of Hmong than others (16.4% vs. 29.9%) classified themselves as social workers. Virtually all Hmong (96.3%) are located in the Twin Cities; one-fourth of all other ethnic groups live outstate. The Hmong received less education in their home country and in the U.S. than the other groups. Virtually all Hmong (97.8%) stated that they were interested in returning to school while 84.4% of the others gave this indication. The principal hindrances to education were similar, with the exception of age and day care. Only 4.3% of Hmong viewed age as a barrier while 13.3% of the other groups did. Concerning day care, 15.7% of Hmong and 7.4% of all others considered it an obstacle to returning to school.

Agency Staff Interviews

Several representatives of the public school system, and social service and health care agencies were interviewed concerning the demand for services of bilingual staff members.

Social service and health care. The social service and health care representatives interviewed were Susan Hacking, Director, Zumbro Valley Mental Health Care; David Jones, Director, Refugee Programs, Lutheran Social Services (LSS); Bonnie Brysky, Coordinator, Mental Health and Social Services, Community University Health Care Center (CUHCC); and Eric Meter,

Programs Administrator, Refugee and Immigrant Resource Center (RIRC). Investigators also spoke with Alan Ingram, Executive Director of the Minnesota chapter of the National Association of Social Workers.

Many agencies receive a large portion of their funding from the government. Ninety-five percent of Lutheran Social Services' (LSS) refugee resettlement work is tied to government funding, and, therefore, its internal demand for bilingual employees is also directly related to this. Jones would like to alter this dependence, but these circumstances represent the present reality. LSS receives 5% of its funding from the Lutheran church. He believes most other agencies face the same difficulties. Some agencies rely less on federal funding, such as the American Refugee Committee. Some MAA's also get extensive foundation funding.

CUHCC receives more money from the government than from any other source. RIRC obtains less than 50% of its funding from government sources. Its major sources of funding are from private foundations: the Bush Foundation, the McKnight Foundation, the Walker Foundation, Cray Research, St. Paul Companies, and others.

Owing to federal policy priorities, Zumbro Valley received a funding cutback of 50% on 1/1/91. Therefore, only a portion of the present four bilingual staff will be retained even though a need for the services of all of them exists. Zumbro Valley's federal block grant for the start up of refugee programs

decreased to 90% in 1988, 75% in 1989, 50% in 1990, and 0% in 1991. More money is going to Indian programs and innovative programs, according to Hacking. Money is given for start up and is often quickly decreased. She has applied for a five-year federal grant which would fund an adult and adolescent chemical dependency program.

Jones claims that federal money for social service programming did not decrease last year. Instead, funds were shifted primarily to the MAA's. (There was, however, a significant decrease in general assistance money.) He is uncertain whether or not funding for social service programs will decrease over the next few years and cannot predict the future because of the year-to-year nature of funding. With the major shift in funding taking place last summer, four bilingual employees of LSS were laid off. Three found work at MAA's. He is not sure whether the fourth person found work.

RIRC's budget has tripled in the last three years, and staff size has grown to include 12 bilingual employees. Meter did state, however, that county agencies often hire away many of RIRC's staff because of higher pay. RIRC has begun a strategic plan for the future but like others is totally dependent on funding sources.

As for the <u>future demand for bilingual workers</u>, Brysky explained that client need and the political reality often do not coincide. Providers certainly will respond to clients' needs, but changes in the system will occur. There will be a need for

bilingual workers as long as language (and culture) issues exist. (According to Brysky, government and others will not face the culture issue, just the language problems.) Some of the means to meet the needs (and reduce costs) can be shifted from one source to another, such as through contracting for workers as opposed to hiring staff.

Social service essentials are ultimately funded by government. MAA's will get more of the social service work but will not have much involvement with mental health work because of specific licensure and legal requirements.

But, according to Brysky, the political demand will ultimately determine public funding. This is reflected in present federal funding trends. It also will be reflected at the local level. What will happen when the sizeable Hmong community in St. Paul better understands the U. S. system and is able to vote? A block vote by growing minority groups could influence the county commissioner, staff funding for programs, etc.

One of the political realities is the trend toward greater funding of MAA's. Meter believes that MAA's will continue to be important for the next five to ten years because funders need to know where to go to access ethnic communities.

Many of his staff are part-time in school, and one or two have college degrees. He thinks that his staff ideally should gain further education and believes that one of the roles of MAA's is to develop leadership. In order to do that, high potential people should return to school. But RIRC does not

provide financial help because they have limited resources. They do allow flexibility in work hours and most of their staff are employed part-time, allowing time to go to school.

In terms of retaining workers, Hacking believes that the trend is toward keeping the most experienced and credible (based on age and "wisdom") staff members. The younger bilingual workers are encouraged to move into higher positions in other fields. They possess more employment options and greater flexibility.

She has resorted to sub-contracting interpreters and counselors to other cities. However, she had to turn down a small grant to provide services to other locations in southeastern Minnesota because it did not provide money for travel time, which would have been significant. It would have stretched limited resources. The demand for funding presently is tight and increasing reliance on private foundations is prevalent.

In the future Jones hopes to employ a Hmong counselor who is also qualified to work with mainstream populations. There will be a greater need for bicultural/bilingual staff able to work with all populations. But locating qualified people can be as great a problem as finding funding. Most positions require a masters degree in social work because of licensure requirements, but persons with a bachelors degree will fulfill the requirements of certain positions.

Brysky does not expect a significant influx of Southeast Asians in future years, so additional bilingual staff will not be required. Her general sense of the future is that there will be an ongoing need for human service workers who can work in the mainstream. In addition, greater specialization will take place, and, therefore, more staff possessing Master of Social Work (M.S.W.) degrees will be needed. The more willing one is to relocate, the easier it will be to find a job. Outstate jobs are easier to find. She believes a slow growth in jobs will occur as will a greater focus on the career continuum, i.e., certain services provided by bachelor degree graduates, others by M.S.W. degree holders. A possible resurgence in mental health jobs for people with bachelor degrees may occur.

Ingram provided background about social work licensure and the number of social workers in Minnesota. There are 9,000 social work licensees in Minnesota, one-half with professional social work degrees, and the other half with other degrees who have been grandpersoned into the field.

There is, however, an exception in the law for minorities in agencies working with minority populations. Though many remain unlicensed, they receive permission to do certain work.

He does not know of any demographics on future demand for social workers. In a few months the Social Work Board, with which he works, may develop a good data base of information in this area. At present there is no hard evidence of saturation in the field. The University of Minnesota M.S.W. program admits

only 60 of the 200 individuals who apply each year. He indicated that a study showed that 95% of these graduates received social work employment within two years after graduation. Social work is near the bottom of the pay scale, but salary and employment opportunities are much greater in outstate regions.

According to the Minnesota Department of Jobs and Training, social service and health care jobs will increase at a greater than average rate between 1986 and 1993. Table 20 displays these projections.

Table 20

Occupational Projections of Health and Human Service Workers in Minnesota--1986-93

Type of occupation	Percent increase
Social service technician	21
Social worker	17
LPN	15
Other health paraprofessional	22

Note. From Borgfelt, S., Carlstedt, L., & Hilber, D. (1989). Minnesota Employment Outlook. St. Paul, MN: Minnesota Department of Jobs and Training, pp. 28-29.

Public schools. Rosa Campos, an ESL Instructor on special assignment with the Limited English Proficiency program (LEP) of St. Paul Public Schools, believes that the number of students requiring LEP services will continue to grow. At present, St. Paul Public Schools are gaining 15 LEP students per week. Right now there are 3,200 LEP elementary students, and over 1,000 in the high schools. By law the school system is required to provide ESL to LEP and non-English speaking students.

Educational Assistants employed by the St. Paul School System are required to have only a high school diploma or GED. (Many, though, have started college preparation or are in college education programs.) It is becoming easier to fill these positions since candidates are now better qualified. Educational Assistants work in two areas: 1) Title VII bilingual programs, where they work with teachers directly in a class setting; and 2) the ESL program, where they teach students using English, or in TESOL centers where they use their native language to assist ESL instructors. Ideally, the school system's leadership would like to see more Asian licensed teachers working in regular classrooms, serving as role models.

Barbara Regnier, the ESL Coordinator for the Worthington School District, also has observed growth in demand for LEP services. There presently are 206 minority language students in Worthington. Of these, 73 entered the school system this year. Sixty percent of those students are Laotian, with the rest being primarily Hispanic or Vietnamese. Usually they receive only 20

new students per year, so the increase was a bit surprising. Regnier did not know what the future holds but stated that the minority population in Worthington is growing. The school system has employed a Laotian bilingual worker for some time now and recently hired a Hispanic worker. She was continuing to search for a Vietnamese staff member.

Survey of Agency Personnel

The results of these interviews revealed a need for a systematic collection of data from agencies. Surveys were sent to agency personnel in order to determine their views concerning bilingual staff educational needs and to appraise present resources available in the agencies.

Survey responses were received from a variety of agencies and are categorized in Table 21.

Table 21

Category of Agency Employing Respondents

	No. of agencies represented among respondents	Percent
Public school	27	35.1
Other non-profit	13	16.9
MAA	12	15.6
Volunteer agency	11	14.3
Health agency	8	10.4
Government agency	5	6.5
Other	1	1.3

One-third of the responses were received from public schools simply because more surveys were sent there.

Table 22 displays the number of workers employed by each agency type.

Table 22

Number of Bilingual Workers Employed by Agency Type

Agency type	Mean	Standard deviation	No. of responses
Government agency	10.2	9.32	5
MAA	8.1	9.08	12
Health agency	7.1	1.64	8
Volunteer agency	5.5	4.55	11
Other non-profit agency	5.2	2.92	13
Public school	3.9	3.79	27
Entire population	5.7	5.38	77

While the number of bilingual paraprofessionals employed at each school is not large, there were numerous schools (27) which employed these workers. On the other hand, only five government agencies took part in the survey, but the average number of workers employed at each office was greater than ten.

Agency personnel were asked to indicate whether they expected the number of workers in their agency to increase, decrease or remain the same next year. Table 23 presents these results.

Table 23

Agency Personnel's Expectations Concerning the Number of Workers Employed Next Year in Own Agency

	Number of responses	Percent
Increase	13	16.9
Remain the same	56	72.7
Decrease	7	9.1
No response	1	1.3

The data in Table 23 show a slight increase in bilingual employment next year as anticipated increases in staff outnumbered decreases. It should be noted, though, that 41.7% of the MAA's expected increases while only one-eighth (12.5%) of the other agencies expected growth.

Table 24 lists a point tally representing the principal needs of bilingual workers in order to better perform their present work.

Table 24

Agency Staff Ranking of Bilingual Worker Skills Requiring Improvement in Present Work

Skill	Points
Improved written skills	92
Academic/professional credentials	79
Improved skills in expertise area	65
Improved spoken skills	61
Improved understanding of social service/health network	53
Improved human relation skills: Mainstream community	49
Improved understanding of government regulations	21
Improved human relation skills: Own community	16
Other	11

Note. Respondents were asked to rank the areas most in need of improvement for bilingual workers to better perform their present jobs. Points were awarded as follows: three points for the item ranked most in need of improvement, two points for the second ranked item, and one point for the third ranked item.

Respondents were asked the three most critical needs and points were awarded as follows: three points for the item ranked most in need of improvement, two points for the second ranked item, and one point for the third ranked item. Overall, items relating to English language skills ranked first and fourth. Although some may believe that educational degrees are significant for promotion to a higher level, it is clear that respondents viewed academic credentials as more important in improving work performance in the present assignment.

As Table 25 indicates, agency personnel's ranking of skills which help facilitate movement into mainstream jobs (i.e., working with non-refugee populations) shows similarity to the present job rating.

Table 25

Agency Staff Ranking of Bilingual Worker Skills Requiring Improvement for Movement into Mainstream Positions

Skill	Points
Improved written skills	95
Academic/professional credentials	94
Improved spoken skills	88
Improved human relation skills:	
Mainstream community	63
Improved skills in expertise area	42
Improved understanding of social service/health network	31
Improved understanding of government regulations	18
Improved human relation skills:	
Own community	6
Other	6

Note. Respondents were asked to rank the areas most in need of improvement for bilingual workers to better perform their present jobs. Points were awarded as follows: three points for the item ranked most in need of improvement, two points for the second ranked item, and one point for the third ranked item.

Again, English skills are a primary concern as is the need for academic credentials. Improved skills in the area of expertise, while ranked third in priority for the present job, moved to a fifth-place ranking for a mainstream position.

Respondents were asked to rank the three most valuable developmental activities for bilingual staff. Results are shown in Table 26.

Table 26

Agency Staff Rating of Most Valuable Developmental Activities

Developmental Activity	Points
Workshops	122
College courses	95
Higher education degree programs	88
Community college/Technical college courses	34
Community education courses	31
English tutoring/ESL	30
Increased job experience	17
Other	14

Note. Respondents were asked to rank from one to three the most valuable developmental activities for bilingual workers. Points were awarded as follows: three points for the item ranked most valuable, two points for the item ranked next most valuable, and one point for third ranked item.

The table indicates that workshops/in-service training received the highest ranking. This is interesting given that the greatest needs seem to be in the areas of English language skills and academic credentials. Although it is not clear what subject matter would be presented at these workshops, it would appear

that the majority would focus on skills which received a lower ranking than English or academic credentials. However, the second and third most selected developmental items directly relate to formal education.

The survey also asked agency personnel to list benefits presently extended by their organization (see Table 27).

Table 27

Organizational Resources Presently Provided by Employer

Resource	No. of responses	Percent
In-house training	49	64.5
Time off given for training	40	52.6
Flexible work hours	34	44.7
Reimbursement of outside workshops	30	39.5
Tuition reimbursement	19	25.0
English tutoring	11	14.5
Other	5	6.6

As Table 27 indicates, training and time off for training were the most frequently furnished benefit. Money-related items, such as reimbursement of workshops and tuition, ranked much lower.

Because of potential differences in needs, the responses from public schools were compared with those from all other agencies. Chi-square analysis--results shown in Table 28--produced only a handful of significant differences.

Table 28

Chi-Square Analysis of Public School vs. Other Agency Responses

Item	Chi-Square	Significance level
Increase or decrease in no. of workers	4.74	.09
To better perform present work		
Improved spoken skills	13.10	<.01
Improved written skills	3.52	.32
Academic/professional credentials	1.19	.76
Improved skills in expertise area	7.59	.06
Improved understanding of social service/health network	7.10	.07
Improved understanding of govt. regulations	3.03	.39
Improved human relations skills with own community	1.43	.70
Improved human relation skills with mainstream community	.55	.91

(table continues)

Table 28 (continued)

Chi-Square Analysis of Public School vs. Other Agency Responses

Item	Chi-Square	Significance level
To improve potential for mainstream jobs		
Improved spoken skills	11.32	.01
Improved written skills	1.26	.74
Academic/professional credentials	1.93	.59
Improved skills in expertise area	4.24	.24
Improved understanding of social service/health network	7.26	.06
Improved understanding of govt. regulations	1.12	.77
Improved human relations skills with own community	.39	.82
Improved human relation skills with mainstream community	1.32	.72
Developmental activities		
Workshops	1.62	.65
Community education courses	6.28	.10
College courses	1.16	.76
Higher education degree program	2.29	.51
English tutoring/ESL	.62	.89

(table continues)

Table 28 (continued)

Chi-Square Analysis of Public School vs. Other Agency Responses

Item	Chi-Square	Significance level
Increased experience on job	1.99	.57
Organizational resources		
In-house training	1.69	.19
English tutoring	.38	.54
Flexible work hours	15.17	<.01
Reimbursement for outside training	3.22	.07
Tuition reimbursement	2.32	.13
Time off for training	4.08	.04

Representatives from public schools were much more likely than others to identify improved spoken language skills (both for their present assignment and for mainstream positions) as a primary need of their bilingual staff. Teaching obviously requires the ability to communicate ideas clearly. This could account for the dissimilarities in ranking. Also present was a difference in the amount of freedom applied to work hours. Non-school organizations were more likely to grant time off for training and permit flexible work hours. The school systems' reluctance to grant these benefits may be due to the fact that

classes for LEP students are scheduled at particular hours of the day and, therefore, do not lend themselves to the time flexibility allowed in human service work.

Post-Secondary Education Programs

Data were gathered from a sample of two technical colleges, four community colleges, three private colleges, and two public universities. Gateway, a pre-college training program, also is included because of the important role it and other similar programs perform in filling the gap between high school training and the requirements of college courses.

Gateway Program. This is a nine-month classroom program aimed at helping refugees who desire post-secondary education. According to the American Refugee Committee's (ARC) Jean Kiernan, who oversees the program, most of the participants are either young people who graduated from high school a few years ago and now see the need for further education or are educated new arrivals to the U.S. The curriculum is human rights-related, focusing on U.S. culture, work issues, and educational choices. In addition, Gateway uses an integrated English curriculum which seeks to develop skills for studying and test-taking. Students are referred by former students, as well as by Minneapolis Community College, Minneapolis Technical College, Lakewood Community College, University of Minnesota, several community education programs, and others.

Kiernan believes that refugees can reside here a long time and still have great difficulty with English. Even bilingual workers, particularly those employed by MAA's, often do not develop skills because English may intrude very little into their day-to-day work. This program is offered at ARC during weekday mornings, and, therefore, most bilingual workers are unable to attend. Each class, involving 15 to 20 students, is held at ARC. Although some of the material would not be applicable to bilingual staff, Kiernan asserts that the program would be helpful to them. However, her experience in an American Refugee Committee health care training program leads her to believe that evening classes are very difficult for refugee students because of the need for child care. She suggested that volunteer agencies, mutual assistance associations, and government agencies should allow bilingual workers four hours per week of educational leave (as an employee benefit) in order to attend classes. She thought that ARC would be agreeable to this arrangement.

Gateway receives its entire funding from private sources. The Knight Foundation (Knight-Ridder Newspapers) and Dayton Hudson were two of the primary funders. There is no cost to the students enrolled.

Minneapolis Community College. According to Kevin Kujawa, International Student Advisor, and Duyen Hong, Special Services Counselor, Minneapolis Community College (MCC), the lack of ESL classes represents the greatest deficiency in MCC's present program for refugees. This year only two ESL classes exist plus

study skills and orientation to higher education classes. However, two more writing and one reading classes are being developed for next school year. Kujawa is also concerned about faculty members' inability to teach refugees properly or to deal with their special needs. He does not believe the campus community is as sensitive to refugee students as it should be.

MCC has a varied refugee and international population, including students from Southeast Asia, Ethiopia, the Soviet Union, Poland, and Iran. Approximately 140 Southeast Asian students are enrolled. At present MCC does not have a satisfactory method of identifying refugee students who need special programs. The school has been experimenting with orientation sessions for both international and refugee students. Kujawa believes that having Hong, who is from Vietnam, available is extremely helpful for refugee students.

With the enactment of the federal Ability to Benefit law, students must score at a certain level on entrance tests in order to qualify for financial aid. For placement, students must take the Michigan English Language Assessment Battery (MELAB) exam and an essay test. Kujawa also evaluates credentials from other countries and determines whether any college credit will be granted.

The Learning Assistance Center, though not available only to refugee or minority students, provides free services, such as peer tutoring, a computer room, study skills workshops, and faculty assistance in ESL.

Lakewood Community College. Lakewood provides three levels of ESL classes, flexible enough to accommodate almost any student. Some of the classes are aimed at improving language levels in order to enter higher education and are offered at several off-campus locations. Both day and evening classes are offered. Applicants whose native language is not English are required to take an ESL placement test: the MELAB and writing samples. Students are then placed in an appropriate ESL class. These classes are taken for non-degree credits and once the student has taken the necessary ESL classes, he/she will be admitted. It is possible that the student still will need to attend remedial classes.

Through the (formerly Individualized) Competency-Based Education program (ICBE), Lakewood extends credit for life experiences, usually through writing research papers or demonstrating skills. It is a full program, designed by the student, which leads to an Associate Degree or an Equivalency Certificate. Internships, independent study, and coursework all may included in the degree program plan. Although the certificate verifies that the student possesses the equivalent of two years of college, not all four-year institutions accept the credits. Metropolitan State University and the College of St. Catherine do accept these credits, as do others.

Lakewood held focus groups with Southeast Asian students in an effort to understand their needs better and to improve ESL classes and other services provided by the school (Cannon et al.,

1989). Among other concerns, they found that a wide gap existed between the level of English instruction provided in high schools and adult education programs, and the level of English required in college work. Lakewood sought to fill this gap by providing several levels of English classes. In addition, it has sought to create a holistic program which seeks to meet the educational, psychological, and emotional needs of the Southeast Asian students.

Counseling (academic, career, and personal) and tutoring are available to all students. In addition, Student Support Services, with specialized counseling and tutoring services, may be accessed by low income, handicapped or first generation college students. Most of the Southeast Asian students fit this category. A Southeast Asian student club is active on campus. Freda Stewart, Southeast Asian Student Counselor, works solely with these refugee students.

There are special financial resources for refugee students, including small stipends for special services, such as tutoring, and grants for first generation college students. The Alliss Educational Foundation has provided funding for grants to first-time college students who have been out of school for at least seven years. This program gives money to students for only one initial course, including tuition and books.

Augsburg College. About 40 Southeast Asian students attend Augsburg College. Most are college-age and attend regular day school classes. Augsburg has a Weekend College as well. The

school publishes materials which describe programs available to them, such as the ESL program and Learning Resource Center. However, they are mainly served by the Support Services Department as are other students. As for monetary assistance, Southeast Asian students are given the normal financial aid package. After the application is accepted, efforts are made to use foundation money to replace loans.

Rochester Community College. Approximately 50-100 of the 1400 refugees in Rochester attend Rochester Community College (RCC). A similar number of non-refugee international students also attend RCC. According to Karen Fredin, ESL Coordinator, many of the refugee students are older than the traditional college age.

All ESL classes are credit-granting and count toward graduation. The curriculum includes six courses. Results of an English placement test will determine placement in either the regular freshman English sequence or the ESL series. ESL classes are offered every day during the 9 a.m. to 2 p.m. period so that those students taking more than one class can do so during one segment of the day. The sole evening English courses offered are remedial, non-ESL classes. Fredin stated that a need for night classes exists but providing night classes would dilute the pool of students presently enrolled during the morning. RCC offers no adjunct or paired classes. These classes, when offered in conjunction with a specific for-credit course, provide English

language and study skills support in that subject area (e.g., chemistry, sociology).

Special resources include an advisor for refugee and international students, and the Student Academic Support Center. The support center has specialists in ESL, reading, and math, as well as peer tutoring (Bosher et al., 1989). Academic advising is also available. The International Student Club organizes numerous activities on campus. Credit for life experiences is granted through the Personalized Education Program (PEP). An extensive essay explaining the skills acquired and documented work records would serve to satisfy certain credit requirements in a subject area.

The financial aid program is basically the same for all students. RCC does award an international student scholarship.

According to Fredin, RCC sorely needs a language laboratory and probably will get one as part of the present expansion process. A center is being constructed on campus which will house a consortium of facilities for RCC and Winona State.

Concordia College. Barbara Beers and Katherine Hanges work with the Southeast Asian students at Concordia College in St. Paul. Of the more than 900 day students at Concordia, nearly 50 are Southeast Asian, one-half of them being Hmong. There are some ethnic differences in the group, but they work together well. Only a few of the Southeast Asian students are older than traditional college age. The Southeast Asian Student Organization has three main functions during the year: a) a

fund-raising dance; b) Southeast Asian Cultural Festival with sports, handicrafts, and food; and c) a picnic (or dinner) for graduating seniors. In addition, other assorted activities take place. Asian professionals are invited to campus to share their experiences and often serve as role models for students.

Hanges and Beers view as one of their primary goals educating the Concordia community about refugee and Asian student issues. Their work also facilitates mutual support among the refugee students.

They are trying to set up a peer mentoring program next year. Senior minority students will mentor freshmen. Career counseling is mostly informal, although staff help students find internships. They are also training tutors to teach non-English speaking students.

Special financial aid assistance is available. After the total need is figured, the school makes sure that each Southeast Asian student receives 65% in gift aid. The average non-refugee student receives 55% in gift aid.

As for language support, there are three types: ESL classes, adjunct classes, and regular English classes providing an ESL component. The customary ESL classes consist of three writing, two reading, and one or two lecture comprehension courses. Placement determines how many classes must be taken. Adjunct classes improve study skills and teach course-specific English. Students do not have to make a leap from ESL language to that used in regular classes because adjunct classes use the

specific course textbooks for English lessons. According to Hanges, research shows that students get about a grade higher with adjunct classes than they would otherwise. Adjunct courses do not count toward graduation credits. A developmental grant of $10,000 was received from Lutheran Brotherhood for this project. Certain regular English classes, i.e., Introduction to Literature, contain an ESL component.

A new program in teacher education is beginning. For this program, Concordia is recruiting: a) traditional undergraduate students and b) bilingual paraprofessionals employed in the school systems. Education courses will be offered during the late afternoon and evening hours. During the summer, adjunct classes for some of the more difficult education courses will be offered. The program provides free tutoring. For bilingual adults in the teacher education program a pronunciation class is offered in the late afternoon. All students admitted to the program can receive up to $2,000 in financial aid. For admission, students must possess 80 undergraduate credits and a GPA of 2.5 GPA.

Concordia funds Beers and Hanges' salary and a small budget. Programs are underwritten by Lutheran Brotherhood, Aid Association to Lutherans ($8,000), the McKnight Foundation, and Mardag and Bigelow Foundation ($75,000).

Concordia offers few evening classes for non-traditional students. The School of Adult Learning offers evening classes leading to a B.A. degree in organizational behavior or

communication. Students take classes one night a week. Except for during summer school, no extension classes are offered.

Hanges mentioned several areas in which they are seeking improvement. At present they are searching for grant money to fund a mental health project. It is crucial for students to possess the ability to work in both cultures, and many students struggle to do so. Concordia also is attempting to hire more people of color. One method of accomplishing this is to develop present students for movement into staff positions. The McKnight Foundation is providing funding. Hanges seeks to provide additional career development resources for Southeast Asian students. For some time colleges have been trying to bridge the gap between sub-standard high school English and college requirements. This is the purpose of adjunct classes. Through these courses, they encourage students to become active learners.

Hanges presented several ideas on how to meet the needs of bilingual staff. One would be to offer a short course which would provide training in choosing a college, teach prospective students study skills, and explain financial aid matters. A similar suggestion involves establishing a clearinghouse for bilingual workers which would assess language proficiency, provide career counseling, teach study skills, provide financial aid information, and assist them in finding a suitable school.

She observes that refugee adults are chronic transfer students. Some start at the University of Minnesota and then shift to other schools. They find out that they have the same

problems no matter where they go. They do not deal with the real problem, which may be mental health or personal problems, or deficiencies in study skills or language ability.

College of St. Catherine. The College of St. Catherine recently received a grant to develop a program for the Hmong. However, it is aimed at encouraging Hmong high school girls to pursue higher education and has no adult component. The school will, however, hire a Hmong person to help with programs and support, and this person will be available to assist Southeast Asian students.

At present there are 15 to 20 Southeast Asian and 55 international students at St. Catherine, 1991). Most are students of traditional college age. The Office of International and Minority Programs sponsors a program in which minority upperclassmen mentor minority underclassmen of the same ethnicity. In addition, student program assistants monitor the concerns of minority students.

ESL classes are offered through the Writing/Reading Center. This service provides assessment, general English language assistance and help with special projects. Staff members would like to work more closely in class with refugee students on ESL concerns and study skills.

St. Catherine has a Weekend College which grants degrees in ten fields of study, including business, nursing, social work, and elementary education. Survey results indicate that these fields of study are among the most preferred by bilingual

employees. Classes are scheduled on alternate weekends and are geared toward working adults. The regular college plans to offer evening classes next year.

Metropolitan State University. Metro State, an upper division school, enrolls many adult Southeast Asians. Ping Wang works as Community Liaison, specifically to Asian students. Some of the students who come to Metro State have accumulated assorted credits from other schools which do not easily transfer to schools such as the University of Minnesota.

Wang outlined Metro State's flexible features. Students may take classes at their own pace and at several locations. Its class size (20+) is smaller than other public universities, and tuition is relatively low. Evening classes are offered. Life experience credits can be earned for work experiences, as well as for workshops and conferences. In fact, during the student's first course, he/she will be asked to list life experiences so that potential credits will not be overlooked. A professor evaluates the experiences and may or may not recommend further training in theory before granting credits. Internships are also available.

Metro State offers ESL tutoring at no charge and a free computer lab. Tutors are also available in other subject areas, such as finance and accounting. ESL classes consist of a seminar in advanced socio-linguistic skills and an international section of the general writing course. Free diagnostic language testing, which identifies strengths and weaknesses, is also offered.

Financial aid includes the usual sources plus a few others. The Aretha Clark King Scholarship is open to students of color. Part-time student grants are available. Work Force 2000, a new program developed by the Hmong American Partnership and the City of St. Paul, will provide stipends and trainee positions in the city workforce to students. Metro State is also involved with the Health Partnership and is in the planning stages of a project that would provide stipends to Southeast Asian students who were being trained to act as community management consultants to their own agencies. Final approval for this project has not been given yet.

Wang views money as the primary barrier to keeping adult Southeast Asian students out of school since many cannot go to school full-time and therefore, do not qualify for certain types of financial aid. Another problem is that these students often are not given balanced information about higher education programs in order to evaluate objectively which program is most suitable for them. Recruiters are aggressive and do not always care about the well-being of the student. Some students proceed through school without receiving much of value--they cannot read or write very well or know how to explore the system. In addition, support for women, specifically minority women, is lacking. Day care is needed and Southeast Asian husbands do not necessarily agree with their wife's desire to attend school.

Minneapolis Technical College. The Ability to Benefit Law has made entrance to Minneapolis Technical College (MTC) more

difficult for many Southeast Asian students, according to Ninh Phan, Vocational Advisor, and, consequently, some must be referred to community education and other programs for further English study. If students are at or above a certain skill level, they are placed in basic mathematics and English courses during their first quarter. After completing these courses, they are either accepted into a program or asked to take another quarter of mathematics or English. MTC is seeking federal (Carl Perkins) funding for additional ESL classes.

Once admitted to MTC, students may utilize tutoring and computer services through the Learning Center. Phan is also available and frequently works with Southeast Asian students. An additional benefit at technical colleges is the ability to receive financial aid during all four quarters of the year. Although there are no for-credit classes provided in the evening, there may be some offered next year.

Phan believes that some instructors are biased against or unprepared to work with minority students. Through meetings he attempts to challenge instructors to make adjustments, and he has asked the administration to require instructors to participate in cross-cultural and cultural diversity training. He proposed that faculty receive orientation in cultures--Lao, Vietnamese, Russian--that are represented by significant numbers of students.

St. Paul Technical College. This school has a large number of refugee students. Last year 476 Asian students (13% of

student body), most of them from Southeast Asia, were enrolled. A large percentage of them is older than traditional college age.

George Vang, a vocational advisor at St. Paul Technical College (SPTC) for twelve years, works primarily with Southeast Asian students. The school has an Asian Student Senate, an offshoot of the regular school government. Lao Family, Inc., has an office near campus and teams with SPTC's Special Needs office on projects. Lao Family sponsors apparel arts and electronic assembly evening classes by paying the full tuition of all students. They also are involved in social activities on campus and keep track of Laotian students, providing personal counseling and helping many remain in school.

The results of placement tests determine the student's ESL level. Four different levels exist--three for Asian students and one for Russian students--and each student is required to take reading and grammar courses. Lewis wishes that additional ESL was available for needy students.

Tutorial services are available, both for English and technical assistance. If students' technical skills are sub-par, a technical developmental class teaches basic skills so that students can enter a program.

There are no special financial aid programs for refugees or for Asian students other than through Lao Family. Day and evening classes are offered.

Inver Hills Community College. Inver Hills, with about 80 Southeast Asian students, has formed a Southeast Asian student

organization. It meets on a regular basis and sponsors an international show and other activities. Only a few of the students are older than the traditional college age.

Students take 15 credits of ESL which count toward certain Associate of Arts degrees but not toward Liberal Arts degrees. English and mathematics help can be obtained through the Learning Laboratory. Inver Hills created paired or "bridge" courses, in which English and study skills instruction are matched with materials from a certain course (e.g., geography, mathematics). The school also offers a special anthropology course, usually taken by refugee and foreign students, aimed at teaching American culture. The Bush Foundation recently agreed to sponsor a student mentoring program in which upperclassmen guide freshmen, usually of the same ethnicity.

There are no special financial aid programs for refugee students. Life experience credits can be earned.

Weigl expressed a common frustration of some students. With pre-college ESL classes necessary before admission and most students working while enrolled part-time in school, it often takes four or five years to finish an Associate degree.

University of Minnesota. The University, being a very large organization, has numerous offices and resources which may serve bilingual students. However, identifying and locating these resources can amount to a difficult assignment, even for someone familiar with the University facilities.

The Asian/Pacific American Learning Resource Center works with the 900 Asian American students at the University. Tutoring is available on a wide variety of subjects including English. Many of the tutors are Asian. The center also sponsors special events, such as ethnic festivals and produces a newsletter to inform students about various programs and activities.

Other English language assistance is available on campus for all non-native English-speaking students (Bosher, 1989). The Learning and Academic Skills Center offers a two-credit class covering study skills and reading and also provides academic counseling and reading workshops. There is a charge for the class, but the workshops are free to full-time students. The Minnesota English Center offers integrated and specialized English classes for a fee for various levels of students. Staff members also provide orientation and counseling. The majority of students in this program are foreign students rather than refugees.

Supplemental financial aid is available through the Asian/Pacific American Learning Resource Center. Eligibility is determined via a certification procedure. To qualify, students must be a member of a racial minority and be educationally disadvantaged (i.e., English is not spoken in the home). School representatives review students' family tax returns to determine eligibility. Financial benefits are funded through the Supplemental Education Opportunity Grant and other programs. The

majority of students qualify for supplemental aid. A financial officer comes to the center one-half day a week.

The Asian/Pacific American Learning Resource Center and the College of Liberal Arts Career Development Office co-sponsored a one-year project which sought to improve retention among Asian students through career intervention. All 24 students who started the program were full-time students and most were close to the traditional college age. Some of the activities students participated in were career panels, on-site visits and informational interviewing, career interest assessment tests, and academic plan development. Program results and plans for the future have yet to be determined.

The Program for Individualized Learning (PIL) allows students to create their own academic program that combines past learning and experiences with new educational endeavors (K. Warren, February 13, 1991). It is an entire degree program rather than a mechanism supplementing traditional coursework. Regular university courses may be taken and students may work with faculty or community experts on independent study projects. Although the program allows great flexibility and can be designed to relate directly to a student's chosen profession, the student must possess skills in educational design, project design and writing. Concentrations chosen are usually interdisciplinary. There is now one Southeast Asian student in the program, but Warren, PIL Director, acknowledged that the tremendous amount of writing often required is an obstacle for refugee students.

Other flexible degree programs exist at the University. For example, the Inter-College Program allows students to cross college boundaries in designing their major. Other specialized degree programs include the Bachelor of Individualized Studies, the Individually-Designed Interdepartmental Majors, and the Carlson School of Management Self-Designed Emphasis.

Warren suggested that funders should provide less money for new programs and instead fund additional scholarships, especially for adult and part-time students.

Warren would be interested in joining other schools (as well as other offices from the University) in sponsoring a "fair" for bilingual workers or for the adult refugee population. Educational institutions need to enter the various ethnic communities in order to aid retention. If a university program for bilingual workers is developed, it will require cooperation from several departments and will need people committed to providing support services, such as advising.

The University of Minnesota's Asian recruiter, Thomas Doan, views financial aid and ESL availability as crucial to the success of refugee students. Minority scholarships are not granted to older adult students but part-time student scholarships are available to this group. Having to start in general college taking non-degree-credit ESL classes (yet pay tuition) often greatly extends the time required to obtain a degree. A diligent student may spend six years earning a Bachelors degree. Doan stated that the Asian/Pacific American

Learning Resource Center was doing outstanding work but stated that its services could be better promoted so that more students would take advantage of it.

Since many bicultural employees work in human services, the investigators contacted the University of Minnesota School of Social Work. While there are no distinct programs for refugee students, several Southeast Asian students are enrolled in the Masters of Social Work program. (The University no longer offers a bachelors degree in social work.) A support group for students of color has been formed. Faculty have great interest in international social work issues.

Funding Sources

One of the potential difficulties of gaining funding involves the increasing competition for diminishing monies. This is particularly true due to the slowdown in the U.S. economy and the budgetary shortfall at the state level.

By accessing the Sponsored Program Information Network (SPIN) topical index, over 260 funding programs, both governmental and private, were identified. Most of these were in some way associated with the support of minority concerns or educational/training endeavors.

This list was narrowed to 12 non-governmental foundations whose objectives seemed to match those of this project. Since this is a developmental project and since no program has been recommended or defined, the fit with foundations was a loose one.

Shown below is a listing of the most promising foundations identified through SPIN:

Bush Foundation	St. Paul, MN
McKnight Foundation	Minneapolis, MN
Dayton Hudson Foundation	Minneapolis, MN
Executive Foundation of America	Woodland Hills, CA
Davis Foundation	St. Paul, MN
Chevron U.S.A. Inc.	San Francisco, CA
Frost Foundation	Denver, CO
American Express Philanthropic Program	New York, NY
General Mills Foundation	Minneapolis, MN
Stauffer Charitable Trust	Los Angeles, CA
Joyce Foundation	Chicago, IL
Prudential Foundation	Newark, NJ

In addition, a similar number of funders whose objectives were somewhat related to this project were identified. In this category also were placed foundations who showed interest in refugee/minority education but who concentrated the majority of their grants in other geographical locations.

The investigators also learned of funders, some of which are identified above, that have been active in sponsoring Minnesota-based education, human service, and health-related programs for refugees. Information was collected via contact with numerous service providers and schools in the area. These funding organizations are perhaps the most promising because they have

already shown their commitment to helping the refugee community. They include:

Dayton Hudson Foundation

Bush Foundation

Alliss Educational Foundation

Lutheran Brotherhood

Mardag and Bigelow Foundation

McKnight Foundation

St. Paul Foundation

Knight Foundation

The application requirements of each foundation will not be addressed in this paper but the information is available. Many of the organizations will provide specific application guidelines upon request. Others prefer that a brief summary of the project first be submitted for review.

It should be noted that the scope of this project is broad, in that bilingual staff are employed in a wide variety of fields. Many of the projects successfully funded kept their focus narrow, explicitly serving a very limited segment of the population. Certain funders are primarily concerned with aiding a well-defined group, such as nurses or teachers. As this project, however, is concerned with all bilingual workers, it is possible that separate funding proposals will need to be developed for each field/vocation or for each project in a larger program. Additional planning must be done and decisions made before targeting requests to specific foundations. While general pleas,

such as requesting general scholarships for refugee students, may be successful, the more focused the request, the better the chances will be of achieving funding.

Chapter Five

Conclusions/Recommendations

Until now, training of refugees has centered on language proficiency and paraprofessional skills. Although these areas of training remain essential for assimilation, for most bilingual workers the next step entails the acquiring of academic skills and credentials.

The investigators were pleased to discover that educational institutions possessed a substantial number of resources that were directly pertinent to the needs of bilingual workers. Virtually all schools contacted had developed a solid core of ESL classes and English support services. Administrators placed a strong emphasis on this element of support and, in many instances, were planning to add additional ESL courses. According to our survey of bilingual workers, ESL was not the primary hurdle to returning to school. Yet written language skills were the greatest concern of agency staff who oversee those employees. School officials clearly see the disparity that exists between the level of English language skills possessed by bicultural employees and the level of English required to succeed in higher education. This is a significant problem because of the substantial gap between high school and community education English programs, and the language skills required in college. But ESL support in recent years has increased. It appears that students requiring assistance are able to access help.

In the short-term, continued emphasis should be placed on pre-college English training, such as that provided by some community colleges and by programs like Gateway. In addition, colleges should be encouraged to provide paired classes, which integrate English language learning with the subject matter of a particular course.

Another promising trend involves the hiring by educational institutions of Asian counselors who are able to assist with admission, perform academic advising, and provide information about school resources. In many instances, the counselor, earlier in life, may have faced similar difficulties to those experienced by bilingual students. These staff members more easily than others may be able to spot developing problems and may serve as a role model of educational success. And, by limiting students' initial contact to one or a few college staff members, it also simplifies the process of acclimation for new students. Lakewood Community College, Metropolitan State University, University of Minnesota, Minneapolis Technical College, Minneapolis Community College, and St. Paul Technical College are among the schools which have hired Asian counselors.

One of the most significant issues concerns the amount and quality of objective information available about educational resources for refugee and bilingual students. Although some schools do have recruiters reaching into the refugee communities, few refugee adults appear to be impacted. In addition, recruiters are not the best source of objective information

concerning what is best for an individual student. Partly because of this, numerous instances of mismatching have occurred, in which refugee students enter a program that is inappropriate for her/him, causing the student to leave the program later or linger at the school with an assortment of credits but no clear degree plan. Discussions with school officials and our survey results--showing that nearly 50% of bilingual workers have taken college courses but have not graduated--seem to bear this out.

Solving this information issue could take many forms, ranging from additional publicity to the development of a resource clearinghouse employing counselors who would work with prospective students in a variety of areas. One suggestion is a higher education "fair" for refugee adults interested in returning to school. The sponsoring organizations would be educational institutions and MAA's. Positive feedback for this event has been received from representatives of several schools. Another alternative would be to create a directory of higher educational resources in Minnesota utilizing information from this paper, the Directory of Post-Secondary Academic ESL Programs in Minnesota and Surrounding States Servicing Primarily Permanent Residents (Bosher et al., 1989), Opportunities for Refugee Mental Health Care Training in Minnesota Educational Institutions (Anderson et al., 1988), and other sources.

Another solution would be to put together a counseling and information-providing structure which could be accessed by bilingual employees and, possibly, by others. While this

structure could take the form of a single central clearinghouse, more realistically, it would be attached to existing service providers, such as the Refugee and Immigration Assistance Division (RIAD) or specific MAA's. It is suggested that RIAD employ a staff member who would spend a portion of each week at MAA's serving the Hmong, Vietnamese, Cambodian, Laotian, Russian, and Ethiopian communities. In this manner, bilingual workers could gain assistance by visiting their local MAA. The counselor's objective would be to work with bilingual workers in the areas of educational and vocational counseling, helping them identify skills, interests, and academic deficiencies, as well as programs suitable to their needs and circumstances. The counselor's time would be intended primarily for bicultural staff employed anywhere in the state and secondarily for the general refugee population. Designing and implementing study skills training sessions, workshops on educational options, and financial aid orientation would be included in the job duties. Candidates for this position should possess experience in refugee and intercultural issues, strong advocacy skills, and teaching/training and counseling experience.

If agencies truly believe in development and want to retain competent bilingual employees, they must improve the training environment in their workplace and increase the amount of resources and support provided. Only 25% of agencies provide tuition reimbursement. Only one-half gave time off for training and less than that (44%) allowed flexible work hours. In-house

training and workshops appear to be the preferred modes of education, yet the agency survey shows that academic credentials are a crucial condition for successful employment. Improving the other major need domain, English language skills, also is better served by college and pre-college courses than through short-term workshops.

While increased participation by all employers through tuition reimbursement would be ideal, given the financial climate that exists in agencies, perhaps a more realistic approach would be for employers to encourage bilingual staff through the granting of release time from work. Upon displaying proof of enrollment in a college level course, staff should be allowed several (i.e., four to five) hours off work per week to be used to attend classes or to prepare for class. At the very least, staff should be given some flexibility in work hours in order to accommodate their school needs. It is recommended that a clause to this effect be inserted in the agency's policies manual. Although this benefit could be provided to all staff at all levels of coursework, a crucial need exists for refugee staff enrolled at the college level. Therefore, it is suggested that efforts be focused on these individuals.

Money and time are concerns of every adult student and solutions are not easily found. The Minnesota Part-Time Student Grant Program, which pays for tuition, books and day care, certainly could aid many employed refugee students. The eligibility levels (e.g., $24,200 for a four-person family),

however, does preclude involvement for many bilingual workers. Additional grant programs for adult, refugee, part-time students should be developed and programs should include financial help for books, fees and other expenses, in addition to tuition. Private foundations (as listed in Appendix F) may be of some assistance in this area.

We do not see the need to develop a comprehensive new endeavor in which a cadre of people progress through an educational program together. There are many reasons, besides cost, for viewing this as unnecessary. First, existing college programs possess assets which could be utilized, and many schools are adding programs which increase opportunities for people of color, adult students, and refugees. Stimulation of these efforts should be continued. Second, the term "bilingual worker" can be applied to a wide variety of persons. This group is comprised of more than 500 people with differing vocational interests, education levels, work experience levels, ages, and ethnicity. Narrowing the focus of training programs, as is being done in Health Partnership and in the Interpreter Training Program, is obviously necessary to ensure that real learning is achieved. In addition, obtaining funding is quite difficult without identifying a very specific project for a clearly defined group of people.

The investigators endorse Health Partnership's concrete, action-oriented approach. It uses the teamwork of several schools, health agencies, and government offices. Although their

program applies to health care training, a great deal of their work relates to all bilingual workers, not just health workers.

The problem of lack of qualifications and dead-end positions has existed for bicultural staff throughout the 1980's. Without advocacy for bilingual employees at the state level, few substantive, long-lasting changes will occur. Who will stimulate action, oversee changes, act as a catalyst for funding, and aid integration of projects developed? Within RIAD, a person or persons who will serve this function should be identified. This paper has communicated areas of need based on objective data and has outlined possible solutions to the more glaring needs.

The next step is action:

1. Continue to encourage development of pre-college ESL training and college-level paired classes.

2. Sponsor a higher education "fair" for refugee adults.

3. Create a directory of higher education resources for use in the refugee communities.

4. Establish a structure which provides educational and vocational counseling for bilingual workers. This can be accomplished through the hiring of a staff member, employed by RIAD, but working at MAA sites.

5. Recommend that service agencies grant weekly release time, or, at least, increased usage of flexible work hours, to bicultural staff pursuing higher education.

6. Seek funding for scholarships for those part-time, refugee, adult students who do not presently qualify for the state or federal grant programs.

7. Continue sponsorship of comprehensive programs, such as Health Partnership, which utilize a teamwork approach and which develop distinctive projects to meet the needs of a particular bilingual worker group.

References

Anderson, R., Osborn, G., & Baldus, M. C. (1988). Opportunities for refugee mental health training in Minnesota educational institutions. St. Paul, MN: Refugee Mental Health Program.

Benhamida, L., Downing, B., & Zhu, Y. (1988). Professional standards and training for interpreters in mental health for refugees and others. Minneapolis, MN: Refugee Assistance Program, Mental Health Technical Assistance Center.

Berry, J. W. (1986). The acculturation process and refugee behavior. In C. L. Williams & J. Westermeyer (Eds.), Refugee mental health in resettlement countries (pp. 25-37). Washington, DC: Hemisphere.

Bonner, B. (1990, July 18). Report proposes ways to lift Asian residents from poverty. St. Paul Pioneer Press, pp. 1, 6.

Bosher, S., Dewar, Y., & Eliason, P. (1989). Directory of post-secondary academic ESL programs in Minnesota and surrounding states servicing primarily permanent residents. Minneapolis, MN: Refugee Student Advocacy Task Force.

Braden, J. P. (1985). Interpreter professionalization: A critical review. RID Journal of Interpretation, 2(2), 9-21.

Callaway, D. R. (1985). Washington state adult refugee project intensive ESL curriculum. Olympia, WA: Washington Office of the State Superintendent of Public Instruction, Division of Instructional Programs and Services.

Staff. (1983). Making it on their own: From refugee sponsorship to self-sufficiency. Washington, DC: Church World Service Immigrant and Refugee Program.

Cichon, D. (1985). Evaluation of the refugee targeted assistance grant program. Washington, DC: U.S. Department of Health and Human Services, Office of Refugee Resettlement.

Deem, J. M., & Marshall, W. J. (1980). Teaching a second language to Indochinese refugees when no program exists. Journal of Reading 23(7), 601-605.

Downing, B. T. (1986). Language issues. In G. L. Hendricks, B. T. Downing, & A. S. Deinard (Eds.), The Hmong in transition (pp. 187-193). New York & Minneapolis: Center for Migration Studies & University of Minnesota, Southeast Asian Refugee Studies Project.

Egli, E. (1987). The role of bilingual workers without professional mental health training in mental health services to refugees. Minneapolis, MN: Refugee Assistance Program, Mental Health Technical Assistance Center.

Finlay, R., & Reynolds, J. (1987). Social work and refugees. Cambridge, England: National Extension College and Refugee Action.

Finnan, C. R. (1982). Community influences on the occupational adaption of Vietnamese refugees. Anthropological Quarterly, 55(3), 161-169.

Government Accounting Office. (1979). The Indochinese exodus: A humanitarian dilemma. Washington, D.C.: Government Printing Office.

Green, K. R., & Reder, S. (1986.) Factors in individual acquisition of English: A longitudinal study of Hmong adults. In G. L. Hendricks, B. T. Downing, & A. S. Deinard (Eds.), The Hmong in transition (pp. 299-329). New York & Minneapolis: Center for Migration Studies & University of Minnesota, Southeast Asian Refugee Studies Project.

Hafner, J. A., Muldoon, J., & Brewer, E. 1989. Southeast Asian refugees in western Massachusetts. Amherst, MA: University of Massachusetts, Asian Studies Program.

Health Partnership. (1991). Public partnerships for cultural diversity in health professions. St. Paul, MN: Author.

Health Partnership. (1991). Final recommendations for public partnerships for cultural diversity in health professions. St. Paul, MN: Author.

Haines, David W. (Ed.) (1989). Refugees as immigrants: Cambodian, Laotians, and Vietnamese in America. Totowa, NJ: Rowman & Littlefield.

Hitch, P. (1983). Mental health of refugees: A review of research. In R. Baker (Ed.), The psychosocial problems of refugees (pp. 42-48). Proceedings of the International Conference on Psychosocial Problems of Refugees. London: British Refugee Council and European Consultation of Refugees and Exiles.

Hodge, W. H. (1989). Helping the Hmong: A summary of past present, and proposed efforts by sequence, content, outcome, and funding. Unpublished manuscript.

Kim, Y. Y., & Nicassio, P. M. (1980). Survey of agencies and organizations serving Indochinese refugees. Chicago: Travelers Aid Society of Metropolitan Chicago.

Leibowitz, A. H. (1983). The Refugee Act of 1980: Problems and congressional concerns. The Annals of the American Academy of Political and Social Sciences, 467, 163-171.

Lique, K. H. (Ed.). (1982). A mutual challenge: training and learning with the Indochinese in social work. Boston: Boston University School of Social Work.

Lum, R. (1985). A community-based mental health service to Southeast Asian refugees. In T. C. Owan (Ed.), Southeast Asian mental health: Treatment, prevention, services, training, and research (pp. 283-306). Washington, DC: National Institute of Mental Health.

Marston, J. (1987). An annotated bibliography of Cambodia and Cambodian refugees. Minneapolis, MN: University of Minnesota, Southeast Asian Refugee Studies Project.

Mason, S. R. (1986). Training Southeast Asian women for Employment: Public policies and community programs, 1975-85. Minneapolis, MN: University of Minnesota, Southeast Asian Refugee Studies Project.

McGinn, F., & McMenamin, J. (1984). Acquiring English: An ESL teacher's guide for the Hmong student. Los Angeles: Evaluation Dissemination and Assessment Center.

Staff. (1989). Directory of bilingual/bicultural service providers in Minnesota. St. Paul, MN: Minnesota Department of Human Services, Mental Health Division.

North, D. S. (1984, February). Refugee earnings and utilization of financial assistance programs. Paper presented at the Refugee Group Policy Forum, Racine, WI. Washington, DC: New TransCentury Foundation.

North, D. S., Lewin, L. S., & Wayner, J. R. (1982). Kaleidoscope: The resettlement of refugees in the U.S. by the voluntary agencies. Washington, DC: New TransCentury Foundation, Lewin and Associates, and National Opinion Research Center.

Office of Refugee Resettlement. (1988). Report to Congress: Refugee resettlement program. Washington, DC: U.S. Government Printing Office.

Office of Refugee Resettlement. (1989). Report to Congress: Refugee resettlement program. Washington, DC: U.S. Government Printing Office.

Peterson, S. C., & Deinard, A. S. (1988). Directory of refugee mental health professionals and paraprofessionals. Minneapolis, MN: Refugee Assistance Program, Mental Health Technical Assistance Center.

Staff. (1989, December 29). Southeast Asian refugees: Estimated cumulative state population. Refugee Reports, p. 11.

Staff. (1990, June 22). U.S. refugee resettlement: Federal dollars per refugee arrival. Refugee Reports, p. 16.

Staff. (1990, November 30). [Interview with Chris Gersten, ORR Director]. Refugee Reports, pp. 1-6.

Riddick, S., & Callen, W. B. (1984, November). Training refugees health workers: Issues in job placement. Presented at the American Public Health Association Annual Meeting, Anaheim, CA.

Rumbaut, R. G. (1989). Portraits, patterns, and predictors of the refugee adaption process: Results and reflections from the IHARP Panel Study. In D. W. Haines (Ed.), Refugees as immigrants: Cambodian, Laotians, and Vietnamese in America (pp. 126-140). Totowa, NJ: Rowman & Littlefield.

Smith, J. C. (1988). The Hmong: Annotated bibliography, 1983-1987. Minneapolis, MN: University of Minnesota, Southeast Asian Refugee Studies Project.

Stein, B. N. (1986). The experience of being a refugee: Insights from the research literature. In C. L. Williams & J. Westermeyer (Eds.), Refugee mental health in resettlement countries (pp. 5-23). Washington, DC: Hemisphere.

Tsuchida, N. (1983, April). A model of retention research on Asian/Pacific American students: A case study of the University of Minnesota. Paper presented at the Annual

Conference of the National Association for Asian and Pacific American Education, Chicago, IL.

Welker, J., & Moscow, K. (1989). Immigrant and refugee tutoring programs: A D.C. schools project handbook. Washington, DC: Georgetown University, Center for Immigration Policy and Refugee Assistance,.

Westermeyer, J. (1986). Indochinese refugees in community and clinic: A report from Asia and the United States. In C. L. Williams & J. Westermeyer (Eds.), Refugee mental health in resettlement countries (pp. 113-130). Washington, DC: Hemisphere.

Wong, H. (1986). Mental health services in Asian and Pacific American communities: Directions for training. In M. Miranda & H. Kitano (Eds.), Mental health research and practice in minority communities: Development of culturally sensitive training programs (pp. 177-198). Washington, DC: U.S. Government Printing Office.

Zucker, N. L. (1983). Refugee resettlement in the United States: Policy and problems. The Annals of the American Academy of Political and Social Science, 467, 172-186.

Appendix A

RIAD Notice

BILINGUAL REFUGEE WORKERS

If you are a bilingual refugee worker in the State of Minnesota, please contact **Steve Erickson, 420 VoTech Education Building, University of Minnesota, 1954 Buford Avenue, St. Paul, MN 55108 at 612-625-2204.**

Mr. Erickson is working on a project with The Bush Foundation and the University of Minnesota concerned with the educational upgrading of Southeast Asian bilingual refugee workers. He will be conducting a needs assessment and therefore, would like to contact bilingual employees of refugee-focused programs.

In addition, if you are aware of traditional and non-traditional educational resources in the U.S. which meet the needs of this population, please contact him.

Appendix B

Article in Asian-American Press

Study: Bilingual Positions in Jeopardy

There are at present around 500 bilingual workers employed by a number of different social service-providing agencies. Most, if not all, are Southeast Asians. But the employment of these bilingual workers is threatened now, by recent changes in policy and Federal government budget cuts, according to the State Refugee Immigrant Assistance Division (RIAD), in the Department of Human Services. RIAD, the University of Minnesota, and the Minnesota Department of Vocational and Technical Education are conducting a study, as a joint undertaking, to learn more about the needs these bilingual workers have in upgrading their educational credentials.

Since the late 1970s and early 80s, the influx of mostly Southeast Asian refugees in Minnesota has been accommodated by a variety of social service programs that employ bilingual workers (with English as their second language).

But cutbacks at the federal level, along with a trend toward "mainstreaming" these refugee-focused services into existing programs and agencies. Together, those factors are expected to create a hardship for the 500 bilingual refugee workers in Minnesota. Most of them will not meet the employment requirements in the existing social service-providing agencies. Ninety percent of these employees lack college degrees. Many have only high school or GED diplomas, and due to regulations or requirements under State law, would not be employable in these agencies.

The loss of employment for these bilingual workers, many of whom have been in their jobs for a number of years and have been effective and valuable in assisting refugee communities in adjusting and contributing to the community at large, would be a loss to the Southeast Asian community.

Educational Upgrading

Under a project entitled Educational Upgrading of Bilingual Refugee Workers, a study will assess the needs of bilingual refugee workers and identify possible non-traditional education resources, including educational programs that already exist (such as weekend college degree programs). The study will also identify deficiencies in existing programs and possible modifications which might be made to meet the needs of refugee workers, as well as the staffing needs of potential employers.

This study is being directed by Dr. Gary McLean, Professor and Coordinator, Training and Development, University of Minnesota. Working with Dr. McLean is Steven Erickson, a graduate student in Training and Development. Augusto Avenido of the Refugee Immigrant Assistance Division is a consultant to the project.

The project is now in its early stages, and among the first steps is a survey questionnaire for bilingual refugee workers, developed by Steven Erickson. The questionnaire will survey the needs of bilingual workers in attaining educational credentials. Erickson told AP that he wants to hear from as many bilingual workers as possible, since whatever recommendations come from this study will be based on information the survey finds. So far, he has compiled a list of close to 500 people who may face job displacement, but he is not certain whether this is a complete list. The success of this project in assisting bilingual workers is dependent on "advocacy within the community and the (education) system," said Erickson.

The Southeast Asian community benefits by having these bilingual workers serving it, and their experience and talents should not be wasted; they would enhance the capabilities of the existing social service providers. So if you are, or some one you know is, a bilingual refugee social service worker, and you have not been contacted by this survey, call Steven Erickson at 612/625-2204, or write to: Bilingual Refugee Worker Project, Training and Development Program, 1954 Buford Avenue University of Minnesota St. Paul, Minnesota 55108.❑

Appendix C

Bilingual Worker Survey Form

☐ There are no bilingual workers in our agency.

Bilingual Refugee Worker Questionnaire

1. Your age ____ 2. Sex: ____Male ____ Female

3. Your ethnic group:

____ Hmong
____ Vietnamese
____ Cambodian
____ Lao
____ Russian
____ Ethiopian
____ Hispanic
____ Other (Please indicate) _____

4. Which of the following best describes the job you are presently doing?

____ Social worker
____ Mental health worker
____ Interpreter
____ Employment counselor
____ Manager
____ Health care worker/Nurse
____ Teacher/Teacher aide
____ Other position (please describe)_____

5. Is your job permanent or funding-based (i.e., money to support the program must be raised from time to time)?

____ Permanent
____ Funding-based

6. How long have you been employed as a bilingual worker?

____ Less than 2 years
____ 2-4 years
____ 4-6 years
____ 6-8 years
____ 8-10 years
____ More than 10 years

7. Where do you live? (See map→)

____ Twin Cities area (1)
____ Northeastern Minnesota (2)
____ Northwestern Minnesota (3)
____ Southeastern Minnesota (4)
____ Southwestern Minnesota (5)

8. a. The highest educational level you attained in your home country was:

____ Less than high school graduate
____ High school graduate
____ Some college or university courses.
____ Bachelor degree.
____ Masters degree.
____ Doctorate degree.

b. How many years of schooling is required for high school graduation in your country?

____ 10 years
____ 12 years
____ Other _____

9. The highest educational level you have attained in the United States is:

____ Have not attended school in the United States
____ Less than high school graduate
____ High school graduate
____ Some college or university courses
____ Bachelor degree
____ Masters degree
____ Doctorate degree

10. Are you interested in returning to school for more education?

____ No. (You do not need to answer the remaining questions. Please return the questionnaire.)
____ Yes

11. What prevents you from returning to school? Please check up to three answers.

____ Educational system is too complicated and confusing
____ Don't know what subject to study
____ Money, financial aid
____ Don't have enough time; must work and/or raise family
____ Language difficulties
____ Time of classes (need evening or weekend classes)
____ Age--too old
____ Pace of college courses is too fast
____ Want credit for work experiences
____ Day care for my children
____ Resistance from spouse or other family members
____ Other (Please indicate) _____
____ Other (Please indicate) _____

12. Look at your answers to question 11. Draw a circle around the answer which presents the greatest problem for you.

13. If the above barriers could be reduced, what type of degree program would you pursue?

____ Technical college (certificate)
____ Technical college (A.A.S.)
____ 2-year college (A.A)
____ 4-year college (B.S., B.A.)
____ Masters degree (M.A., M.S.W, MBA, etc.)
____ Doctorate program (Ph.D., Ed.D., etc.)
____ Professional school (M.D., J.D.)
____ Other (Please indicate) _____

14. If you had a choice, would you study:

____ A field of study related to your present job.
What field(s)? _____
____ A field of study unrelated to your present job.
What field(s)? _____

15. If you were to return to school, what school would you prefer to attend?

_____

16. How much money could you contribute toward your education each year?

____ Nothing
____ Less than $1000
____ $1000-1999
____ $2000-2999
____ $3000-3999
____ $4000 or more

17. If a program were developed which would assist bilingual workers in going back to school, would you take advantage of it?

____ No
____ Yes
____ Undecided

18. How much help did you need in understanding and answering this questionnaire?

____ No help was needed
____ A little help was needed
____ A lot of help was needed

Please return this survey by November 21, 1990 to:

Steve Erickson
420 Vocational and Technical Education Building
1954 Buford Avenue
St. Paul, MN 55108

Appendix E

Agency Personnel Questionnaire

Bilingual Workers Education Project--Agency Survey

1. How would you classify your agency?

___ Mutual Assistance Association
___ Government agency
___ Public school system
___ Volunteer agency (Volag)
___ Other non-profit social service agency
___ Health agency

2. How many bilingual/bicultural workers does your agency employ? _____

3. Do you expect this number of workers next year to:

___ Increase
___ Remain about the same
___ Decrease

4. In general, **in order to better perform their work**, what are the primary needs of your bilingual staff? Please select three and rank them from 1 to 3 (with 1 being the greatest need).

___ Improved spoken language skills
___ Improved written language skills
___ Academic/professional credentials (please specify)_____
___ Improved skills in their specific area of expertise
___ Improved understanding of the social service/health network
___ Improved understanding of government regulations
___ Improved human relations skills in their own ethnic community
___ Improved human relations skills in the mainstream community
___ Other (please explain)_____

5. In general, **in order to improve their potential for performing their jobs with non-refugee populations**, what are the primary needs of your bilingual staff? Please select three and rank them from 1 to 3 (with 1 being the greatest need).

___ Improved spoken language skills
___ Improved written language skills
___ Academic/professional credentials (please specify)_____
___ Improved skills in their specific area of expertise
___ Improved understanding of the social service/health network
___ Improved understanding of government regulations
___ Improved human relations skills in their own ethnic community
___ Improved human relations skills in the mainstream community
___ Other (please explain)_____

6. In order to meet the needs you identified above, what types of developmental activities should bilingual staff pursue? Again, rate from 1 to 3 the most important activities.

___ Workshops/in-service training
___ Community education courses
___ College/university courses
___ Community/technical college courses
___ Higher education degree program. Please circle all degrees that are appropriate: A.A./A.S., B.A./B.S., M.A./M.S/M.S.W., Ph.D., _____, _____
___ English tutoring/ESL classes
___ Specific activities are not important. Increased experience in their work will sustain development.
___ Other (please explain)_____

7. What resources are available in your organization to facilitate training and education for bilingual employees? Please check all of the following which apply.

___ In-house training
___ English tutoring
___ Flexible work hours
___ Other (please explain)_____
___ Pay for outside workshops
___ Tuition reimbursement for higher education courses
___ Time off for training

If you have any comments, please write them on the reverse side. We welcome any additional suggestions.

Please return this survey by March 11, 1991 to:

Training and Development
University of Minnesota
420 VoTech Building
1954 Buford Avenue
St. Paul, MN 55108

Appendix F
List of Foundations

Alliss Educational Foundation
c/o First Trust National Association
Two West
P.O. Box 64704
St. Paul, MN 55164
612-291-5114

American Express Philanthropic Program
American Express Tower
Financial center
New York, NY 10285
212-640-5661

Bush Foundation
E-900 First National Bank Building
332 Minnesota Street
St. Paul, MN 55101
612-227-0891

Chevron U.S.A. Inc.
Manager, Corporate Contributions
P.O. Box 7753
San Francisco, CA 94120
415-894-4193

Davis Foundation
Attn. Nancy King
2100 First National Bank Building
St. Paul, MN 55101
612-228-0935

Dayton Hudson Foundation
Managing Director
777 Nicollet Mall
Minneapolis, MN 55402
612-370-6555

Educational Foundation of America
23161 Ventura Blvd., Suite 201
Woodland Hills, CA 91364
818-999-0921

Frost Foundation
Dr. Theodore Klauss, Exec. Dir.
Cheery Creek Plaza II
Suite 205
650 South Cherry Street
Denver, CO 80222
303-388-1687

General Mills Foundation
Dr. Reatha Clark King
President and Exec. Dir.
P.O. Box 1113
Minneapolis, MN 55440
612-540-4662

Joyce Foundation
135 South LaSalle Street
Suite 4010
Chicago, IL 60603
312-782-2464

Knight Foundation
One Cascade Plaza
Akron, OH 44308
216-253-9301

Lutheran Brotherhood
625 4th Avenue South
Minneapolis, MN 55415
612-340-7000

Mardag and Bigelow Foundations
Norwest Center
55 5th Street East
St. Paul, MN 55101
612-224-5463

McKnight Foundation
410 Peavey Building
Minneapolis, MN 55402
612-333-4220

Prudential Foundation
Donald Treloar, Secretary
751 Broad Street, 15th Floor
Newark, NJ 07102
201-802-7354

St. Paul Foundation
Norwest Center
55 5th Street East
St. Paul, MN 55101
612-224-5463

Stauffer Charitable Trust
Suite 2500, Equitable Plaza
3435 Wilshire Blvd.
Los Angeles, CA 90010
213-385-4345